



(Appendix 3)

Darwin Ref No. 162/11/016

**The Guyana Environmental Protection Agency and Fauna & Flora
International**

Workshop Report:
Protected Areas Management in Guyana -
Institutional Management, Roles and Responsibilities

Dec 2 - 4, 2002

ACKNOWLEDGEMENTS

The workshop organisers, The Guyana Environmental Protection Agency, and Fauna & Flora International, would like to extend their gratitude to the participants of the workshop, who representing many different interests and views, generated very valuable and constructive input to the Guyana Protected Areas process. We look forward to developing this process further with continued participatory planning.

Special thanks for financial support go to Michael Harris of Demerara Tobacco for their kind donation towards workshop logistics, and to UK DEFRA for their valuable support of the Guyana Protected Areas process under the Darwin Initiative.

THE DARWIN INITIATIVE

The Darwin Initiative for the Survival of Species is administered by the UK Department for Environment, Food and Rural Affairs. The Darwin Initiative is providing direct support to the three year project titled 'Institutional Strengthening and Capacity Building for Guyana's Protected Areas System.'

This three year project between Fauna and Flora International and the Environmental Protection Agency (Guyana) will strengthen the capacity for the development Guyana's National Protected Areas System at the Central Government (EPA) and Site level (Shell Beach) by supporting in-country training for protected areas planning and management to include sustainable use options, and development of appropriate public awareness and marketing materials to effectively transmit key messages from central and site-specific management entities.

GUYANA EPA

Established in 1996, The Environmental Protection Agency has the lead role in the Government of Guyana's strategy for the Conservation of Biodiversity. The EPA has the mandate to coordinate the establishment of a Protected Areas System. On these legal grounds, the EPA established the Protected Areas Secretariat which coordinates the process. The Secretariat is housed by the EPA.

The EPA has developed a working relationship with key institutions in the field of biodiversity conservation. FFI is one such organisation is supporting the PA establishment process in Guyana. The achievements of EPA in the PA establishment process have rekindled the interest of the World Bank. Currently, the World Bank is engaging the Office of the President and the EPA in order to contribute to this process once again.

A National System of Protected Areas will be established in Guyana. The EPA is concerned that the process is delayed long enough and aspires to achieve this goal whilst the biodiversity of this country is still intact. The EPA wishes to ensure that this system is designed to best accommodate the local stakeholders. However, this can only be achieved with the participation of these parties. The EPA will ensure that the process is a fully participatory one and all views are taken for discussions.

FAUNA & FLORA INTERNATIONAL

Founded in 1903, FFI is the world's longest established international conservation body. It is one of the few organizations whose remit is to protect the entire spectrum of endangered plant and animal species on the planet. We provide support to

conservation initiatives throughout the world, in the form of partnerships, technical assistance, direct funding and consultancy.

Despite the geographically widespread and biologically diverse portfolio, every project bears certain FFI hallmarks. The common characteristics are: global reach, scientific credibility, careful planning, long-term vision, pragmatism, quality assurance and, most importantly, local participation to ensure that solutions are community driven.

FFI field staff work with local counterparts rather than independently. They act as facilitators at all stages of project design, implementation, monitoring and evaluation, helping our partners to identify their priorities and to secure the appropriate resources. FFI works to ensure that conservation initiatives will generate tangible community benefits as well as conserving biodiversity.

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LIST OF ACRONYMS

CI	Conservation International
EPA	Environmental Protection Agency (Guyana)
FFI	Fauna & Flora International
GDF	Guyana Defence Force
GoG	Government of Guyana
GFC	Guyana Forestry Commission
GGMC	Guyana Geology and Mines Commission
GMTCS	Guyana Marine Turtle Conservation Society
GPF	Guyana Police Force
GOIP	Guyana Organisation of Indigenous Peoples
IDB	International Development Bank
MoAA	Ministry of Amerindian Affairs
MoE	Ministry of Environment
MoLG	Ministry of Local Government
MoU	Memorandum of Understanding
NRDDB	North Rupununi District Development Board
NREAC	Natural Resources Environment Advisory Committee
NTFP	Non Timber Forest Products
PA	Protected Area
PAM	Protected Areas Management
PAS	Protected Area System
RDC	Regional Democratic Council
RC	Regional Chairman
SCPDA	South Central Peoples Development Association
TAAMOG	The Amerindian Action Movement of Guyana
UNDP	United Nations Development Program
UNESCO	United Nations Education Scientific and Cultural Organisation
WMA	Wildlife Management Authority

1. GENERAL OVERVIEW

'Protected Areas' is not new on the agenda of Government of Guyana (GoG). Guyana has initiated this process since 1929 with the declaration of the Kaieteur National Park as a Protected Area (PA). However, this process fell apart and despite a lead of decades over other countries in the region, Guyana is the only country in South America that does not have a Protected Areas System (PAS).

In the 1990's the GoG renewed its commitment to environmental protection and established the Environmental Protection Agency (EPA). Through the efforts of mainly the EPA in collaboration with the Protected Areas Secretariat, the protected areas process has been rejuvenated.

Five priority sites for the establishment of protected areas were identified by the EPA and relevant stakeholders (Mr. Lilwah's presentation). These are representative of the biodiversity in Guyana within the different ecosystems from the coastal plain to the Pakaraima Mountains. The Guiana Shield is the oldest landform that forms part of the South American continent. From a geological perspective, the Guiana Shield is a biodiversity marvel as it is a major landform with an evolutionary history that has produced many endemic species. Recent developments in the exploitation of our natural resources, especially illegal mining, have made the need more urgent for the protection of biodiversity within our national boundaries.

The issue of indigenous land rights puts an obligation on EPA to consult will all relevant groups who claim traditional rights and to establish protected areas in conjunction with them. Neither the EPA nor the Protected Areas Secretariat has the jurisdiction to settle these claims but can voice these at the governmental level. The Protected Areas Secretariat is hopeful that the GoG will do its best to resolve this issue so that the stakeholders can focus on the benefits of an established PAS.

The EPA views the establishment of a PAS in Guyana as for the benefit of all Guyanese and the international community. However, there have been misunderstandings between lead agencies (CI and the communities of North Rupununi) and other stakeholders particularly at the site level. This developed because of the very nature of the establishment of a PA, which requires significant initial investment that realistically does not result in immediate returns to the communities and parks system. From international experience, it is clear that it takes years for the benefits of such a system to materialize to a level satisfactory to the stakeholders. There may, however, be other short-term income generation activities for the stakeholders at the site to compensate for the loss of income and these are usually integrated into the management plan until the system becomes self-sufficient. Recognising the difference in perceptions of protected area benefits, underpins the essential role of carrying out community consultations to amongst other things, adequately inform and engage the communities in the PA process with relevant and practical information.

Financial support is also an integral part of this process. With the temporary breakdown of the relationship between the GoG and World Bank, the process suffered because the financial mechanism provided for mainly by the World Bank was put on hold. However, the GoG persisted with its new environmental campaign and with the technical and financial support of other international institutions such as Fauna & Flora International (FFI), the process is on stream once again. These efforts have acted as an indicator to the World Bank that the GoG is serious and recently a MoU was signed between the said organization and GoG. So with some finances secured and technical support provided, this process is gaining pace.

The experiences of other parts of the world will serve as a guideline for Guyana in this process. The shift towards more commercialisation of Non-Timber Forest Products (NTFP) by

international organisations, and Iwokrama and the Guyana Marine Turtle Conservation Society (GMTCS) nationally, would explore more avenues for revenue generation in a sustainable manner. There is also greater potential for income generation in ecotourism activities but these require greater initial investment comparable to those for NTFPs. There are many ways to create employment within the PA and for the communities around it. The PAM should be designed to develop such schemes for the local populations to benefit the most.

Utilisation of NTFPs satisfies the requirements of various international conventions of which Guyana is a signatory. However, it is also recognised that NTFPs have low extraction prices and can lead to less sustainable land use practices by the local stakeholders. The comprehension of this process is far from complete even at the international level. Marketing of NTFP becomes extremely important and it is therefore positive that the level of environmental awareness is increasing worldwide and that consumers are demanding products that carry "green labels".

The EPA has various programmes aimed at educating the public of environmental issues and these efforts will be intensified at schools throughout the country by the Ministry of Education. This can assist in a PAS becoming a reality in Guyana and for the benefits to be shared by the immediate communities and the rest of the world. There have been many delays in the past with the process. Fortunately, there is a greater understanding and acceptance of the process and hopefully this objective will be achieved in the not too distant future.

2. AGENDA OF WORKSHOP

2.1 WORKSHOP TITLE

Protected Areas Management in Guyana - Institutional Management, Roles and Responsibilities

2.2 WORKSHOP DATES

2-4, December 2002

2.3 WORKSHOP GOAL

To engage stakeholders in the identification of a model and structure of a centralized Protected Areas Management entity and the roles and responsibilities of local level Agencies.

2.4 WORKSHOP OBJECTIVES

- ❑ To provide an overview of Protected Areas and Guyana's efforts to establish a PAS
- ❑ To describe the existing policies, strategies and initiatives towards Protected Areas in Guyana
- ❑ To describe the existing institutional structure for Protected Areas in Guyana
- ❑ To examine models and share perspectives on Protected Areas planning and management
- ❑ To identify institutions and institutional needs for Protected Areas in Guyana
- ❑ To identify a model and structure of Protected Areas Management at the national and local levels
- ❑ To identify roles and responsibilities of institutions

2.5 PARTICIPATING ORGANISATIONS FOR WORKSHOP S

Government	National Parks Commission Ministry of Amerindian Affairs Ministry of Tourism, Industry and Commerce	Regional Democratic Councils, Regions 1, 8, 9 Ministry of Regional Development Wildlife Management Authority Guyana Forestry Commission Environmental Protection Agency
NGOs	Guyana Marine Turtle Conservation Society Tourism and Hospitality Association of Guyana	Conservation International Guyana World Wildlife Fund Karanambo Trust Iwokrama International Centre
Amerindian NGOs	North Rupununi District Development Board The Amerindian Action Movement of Guyana	Amerindian Peoples' Association Guyana Organisation of Indigenous Peoples
Others	University of Guyana	Regional Area Group, Region 9
Additional Invitees for Opening Session	World Bank Country Representative Minister of Regional Development UNESCO Representative Minister of Tourism, Industry and Commerce KfW Representative	IDB Representative UNESCO Representative Minister of Fisheries, Crops and Livestock UNDP Representative

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2.6 WORKSHOP PROGRAMME, 2nd to 4th December, 2002 Main Street Plaza Hotel, Georgetown		
Time	Activity	Presenter/Chairperson
Monday 2nd December		
Session 1: Opening		
9:00	Introduction	Dr. Indarjit Ramdass, EPA
9:10	Welcome: Chairman	Balgobin Parsaud Executive Director, EPA
9:20	Remarks	Mike Harding, FFI Consultant
9:30	Feature Address	Hon. Prime Minister Samuel Hinds
9:50	Closing Remarks	Ramesh Lilwah, EPA
10:00	Break	
Session 2: Protected Areas and Protected Areas Management in Guyana		
10:10	Introduction of Participants Workshop Objectives and Programme	Mike Harding
10:30	An Overview of Protected Areas in Guyana	Ramesh Lilwah
10:50	Feedback and Questions	Ramesh Lilwah
11:00	National Policies, Strategies and Institutional Structure for PAM: A overview of present initiatives towards Protected Areas	Dr. Indarjit Ramdass, EPA
11:40	Feedback and Questions	Dr. Ramdass
11:55	Administrative Announcements	Mike Harding
12:00	LUNCH BREAK	
Session 3: Key Issues in Protected Areas Management in Guyana and Models for Protected Areas		
1:00	Mixed Working Group to examine Protected Areas Management experiences in Guyana	
1:40	Feedback from Working Group	
2:00	Experiences and Models of Protected Areas Management A focus on institutional structures	Mike Harding and Kerstin Swahn, FFI
2:30	Feedback and Questions	Mike Harding/ Kerstin Swahn
2:40	General discussion - questions, responses to working group feedback	
Session 4: Considering possible structures for Protected Areas Management in Guyana		
2:45	Mixed Working Group to examine possible Protected Areas Management structures in Guyana focusing on central and site level institutions	
3:00	Feedback from Working Group	
3:40	General discussion - Questions, responses to working group feedback	
Tuesday 3rd December		
Session 5: In-country experiences in Protected Areas Management		
9:00	Iwokrama's Experience in Protected Areas Planning and Management	Dr. Kathryn Monk, Director General Iwokrama
9:30	Feedback and Questions	Dr. Kathryn Monk
9:45	Planning and Managing Forest Reserves and Conservation Concessions	Mr. Julian Evans, Deputy Commissioner of Forests, GFC
10:15	Feedback and Questions	Mr. Julian Evans
Session 6: Roles and Responsibilities of Protected Areas Management Entities		
10:45	Stakeholder Working Group to examine roles and responsibilities of central and site level Protected Areas Management Institutions	

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11:30	Feedback from Working Group General discussion - questions, responses to working group feedback	
12:00	LUNCH	
Session 7: Indigenous stakeholder experiences and perspectives on Protected Areas Management		
1:00	Protected Areas management and planning in the North Rupununi	William Andries, NRDDB Chairman
1:30	Feedback and Questions	William Andries
1:45	Experiences in the Kanuku Mountains Protected Areas process	Vincent Henry, RDC Chair
2:15	Feedback and Questions	Vincent Henry
2:30	BREAK	
Session 8: Institutional needs for stakeholder participation on Protected Areas Management		
2:45	Stakeholder Working Group to examine institutional needs for stakeholder participation in Protected Areas planning and management	
3:30	Feedback from Working Group General discussion - questions, responses to working group feedback	
Wednesday 4 th December		
Session 9: Shell Beach as a Protected Area: Governance and Natural Resources Management in Region 1		
9:00	Shell Beach as a Protected Area	Shyam Nokta, FFI and GMTCS
9:30	Feedback and Questions	Shyam Nokta
9:45	Governance and status on Natural Resources Management in Region 1- Challenges and Opportunities	Norman Whittaker, RDC Chair
10:15	Feedback and Questions	Norman Whittaker
10:30	BREAK	
10:45	Feedback from Working Groups	
11:30	General discussion - questions, responses to working group feedback	
12:00	LUNCH	
Session 11: Identifying a model Protected Area Management Structure for the Shell Beach Protected Area		
1:00	Mixed Working Group to identify a Management Structure the Shell Beach Protected Area, and identifying its roles, responsibilities and functions and engagements with stakeholders	
2:00	Feedback from Working Groups	
2:30	General discussion - questions, responses to working group feedback	
2:45	BREAK	
3:00	Workshop Wrap Up	Dr. Ramdass
3:15	Workshop Evaluation	Mike Harding

2.7 ATTENDANCE AND CONTACT LIST OF PARTICIPANTS

Name	Organisation	Sessions Attended							Designation	Tele #	E-mail
Ramesh Lilwah	EPA	+	+	+	+	+	+	+	Coordinator PAS		
Bal Parsaud	EPA	+						+	Executive Director, EPA		
Indarjit Ramdass	EPA	+	+	+	+	+	+	+	Director, EPA		
Lakshman Persaud	EPA	+	+	+	+	+	+	+	Environmental Officer		
Moortaza Jiwanji	EPA	+	+	+	+				Environmental Economist		
P. Hamilton	MOLG	+	+	+	+						
Julian Evans	GFC	+	+	+	+	+	+	+	Deputy Commissioner		
Khawalan	Wildlife Division	+	+	+	+				Head		
L. Andrews	MOAA	+	+	+	+	+	+	+			
Regional Government											
Senor Bell	Region 8	+	+	+	+	+	+	+	Regional Chairman		
Vincent Henry	Region 9	+	+	+	+	+	+	+	Regional Chairman		
Norman Whittaker	Region 1	+	+	+	+	+	+	+	Regional Chairman		
Community Reps											
Lloyd Perreria	Wakapau Region 1	+	+	+	+	+	+	+	Captain		
George Tancrendo	Nappi Region 9	+	+	+	+	+	+	+	Captain		
Wilson Laurentino	St. Ignatius Region 9	+	+	+	+	+	+	+	Captain		
Sylvester Joseph	Chenapau Region 8	+	+	+	+	+	+	+	Captain		
Sergio Fredricks	Kato Region 8	+	+	+	+	+	+	+	Captain		
Amerindian NGO's											
William Andries	NRDDB	+	+	+	+	+	+	+	Chairman		
Jean La Rose	APA	+	+	+	+	+	+	+	Programme Administrator		
Pamela Mendonca	TAAMOG	+	+	+	+	+	+	+	Secretary		
Ian Melville	GOIP	+	+	+	+	+	+	+	Deputy Chief		
NGOs - Conservation											
Kathryn Monk	Iwokrama			+	+				Director General		
Sandi Griffith	CI	+	+	+	+	+	+	+	Senior Manager		
Annette Arjoon	GMTCS	+	+	+	+	+	+	+	Project Coordinator		
Romeo De Freitas	GMTCS	+	+	+	+	+	+	+	Warden		
Diane Mc Turk	Karanambo Trust			+	+	+	+		Director		
Others											
Kerstin Swahn	FFI	+	+	+	+	+	+	+	FFI Officer		
Mike Harding	FFI, Consultant	+	+	+	+	+	+	+	Consultant		
Janette Forte	Iwokrama	+	+	+	+	+	+	+	Social Scientist		
Shyam Nokta	FFI & GMTCS	+	+	+	+	+	+	+	FFI Project Officer/ Technical Director		
Patsy Ross	UNDP			+	+	+	+	+	Programme Director		

+ represents a half day session

3. SUMMARY OF WORKSHOP

3.1 THE OPENING SESSION

The opening ceremony was attended by representatives of various stakeholders at local and international levels. Ministers of Government, representatives of International Funding Agencies, Embassies, Non-Governmental Organisations and members of the press were among the list of invitees. This session was well attended.

3.1.1 Introduction

Dr. Indarjit Ramdass (Director, NRMD, EPA)

Dr. Indarjit Ramdass of the EPA made the introductions. Dr. Ramdass drew attention to the rate of deforestation and the population explosion. He stated that the relationship between population growth in rural areas and natural resource use is troubling for concerned parties. It is agreed that there is no globally agreed upon method to slow this rate of exploitation and even though the world has a list of 12,754 protected areas (approximately 8.81% of world area), it is agreed that this is not an adequate allocation.

Dr. Ramdass indicated that some of the pressing concerns in the establishment of a PAS are:

- *There are still conflicts with some stakeholders, especially land tenure*
- *There is a lack of human and financial resources*
- *No management plan has been fully developed for these protected areas*
- *There is no legislation regulating the establishment of protected area*
- *And, there is no clear-cut national institutional structure for management of protected areas*

3.1.2 Chairman's Welcome

Mr. Balgobin Persaud (Executive Director, EPA)

The Executive Director of the EPA welcomed the participants and the invitees to the workshop. He proceeded to give an overview of the role of the EPA in the establishment of the PAS. The Director pledged the institution's commitment to the process and that of the preservation of biodiversity of Guyana.

3.1.3 Opening Remarks

Mike Harding, FFI Representative

Mr. Mike Harding of FFI made the opening remarks for the workshops citing key aims and objectives. He indicated the commitment of FFI, under the Darwin Initiative, to assist with the promotion of the PAS process by capacity building central institutions, such as the EPA, as well as on-site Shell Beach institutions.

3.1.4 Feature Address

Hon. Prime Minister Samuel Hinds

The feature address was given by the Honourable Prime Minister of Guyana, Mr. Samuel Hinds. The PM pledged the Government's support to this process and indicated his personal interests in the conservation of Guyana's biodiversity. He welcomed the commitment of the International Agencies to this process and indicated it will be matched by the local counterparts and more importantly the GoG. Prime Minister Hinds mentioned specifically the need for economic incentives and activities within the protected areas.

3.1.5 Introduction of participants, objectives and programmes of workshop

Mike Harding

This session featured the introduction of the participants, workshop objectives and an overview of PAs in Guyana. Mr. Harding gave detailed objectives of the workshop. This served to increase the focus of the participants on priority issues and to reduce the incidence of the discussions straying from the agenda. While all concerns are welcomed at this forum, it was

the intention of the organisers of the workshop to note all, but to address those concerns that can be resolved within this forum. This is to keep within the time allocated to each session, and to achieve the overall objectives of the workshop.

3.2 SUMMARY OF PRESENTATIONS

This is a synopsis of the presentations. Copies of the slide presentations and word documents are provided for each presentation in the Appendices.

3.2.1 Presentation 1

<i>An Overview of Protected Areas in Guyana</i>	Mr. Ramesh Lilwah Coordinator, PAS.
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This presentation gave participants a general overview of protected areas in Guyana. It was important at this point for all the participants to be updated on the past and current events that have helped to develop the PAS within the country. Mr. Lilwah's presentation captured the essential points and set the stage for the workshop.

A working definition of "protected area" was provided as:

- *An area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means (IUCN, 1994)*

A classification of protected areas was given as:

- *Strict Nature Reserve / Wilderness Area: managed for science or wilderness protection*
- *National Park: managed for ecosystem protection and recreation*
- *Natural Monument: managed mainly for conservation of specific natural features*
- *Habitat / Species Management Area: managed mainly for conservation through management intervention*
- *Protected Landscape / Seascape: managed mainly for landscape/seascape conservation and recreation*
- *Managed Resource Protected Area: managed mainly for sustainable use of natural ecosystems*

The aim of this presentation was realised as the participants became aware of the issues affecting the development of the PAS and could better express their concerns.

3.2.2 Presentation 2

<i>National Policies, Strategies and Institutional Structure for Protected Areas Management</i> <i>An overview of present initiatives towards Protected Areas</i>	Dr. Ramdass, Director Natural Resources Management Division, EPA
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Dr. Ramdass continued on the framework presented by Mr. Lilwah but with a focus on the legal aspects of the PAS development in Guyana. Attention was focussed on the legislation including:

- The general policy stated in the 1980 Constitution of the country under Articles 2:25 and 2:36

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- Article 2:25 - *Every citizen has a duty to participate in activities to improve the environment and protect the health of the nation*
- Article 2:36 - *In the interest of the present and future generations the state will protect and make rational use of its flora and fauna and will take all appropriate measures to conserve and improve the environment*

To strengthen Guyana’s environmental campaign, The Environmental Protection Act No. II of 1996 was passed and the Environmental Protection Agency (EPA) was established. The aim of the Environmental Protection Act is:

“To provide for the management, conservation, protection and improvement of the environment, the prevention or control of pollution, the assessment of the impact of economic development on the environment, the sustainable use of natural resources and for matters incidental thereto connected therewith”.

Dr. Ramdass presented the existing institutional structure of the Protected Areas System illustrated in Figure 1.

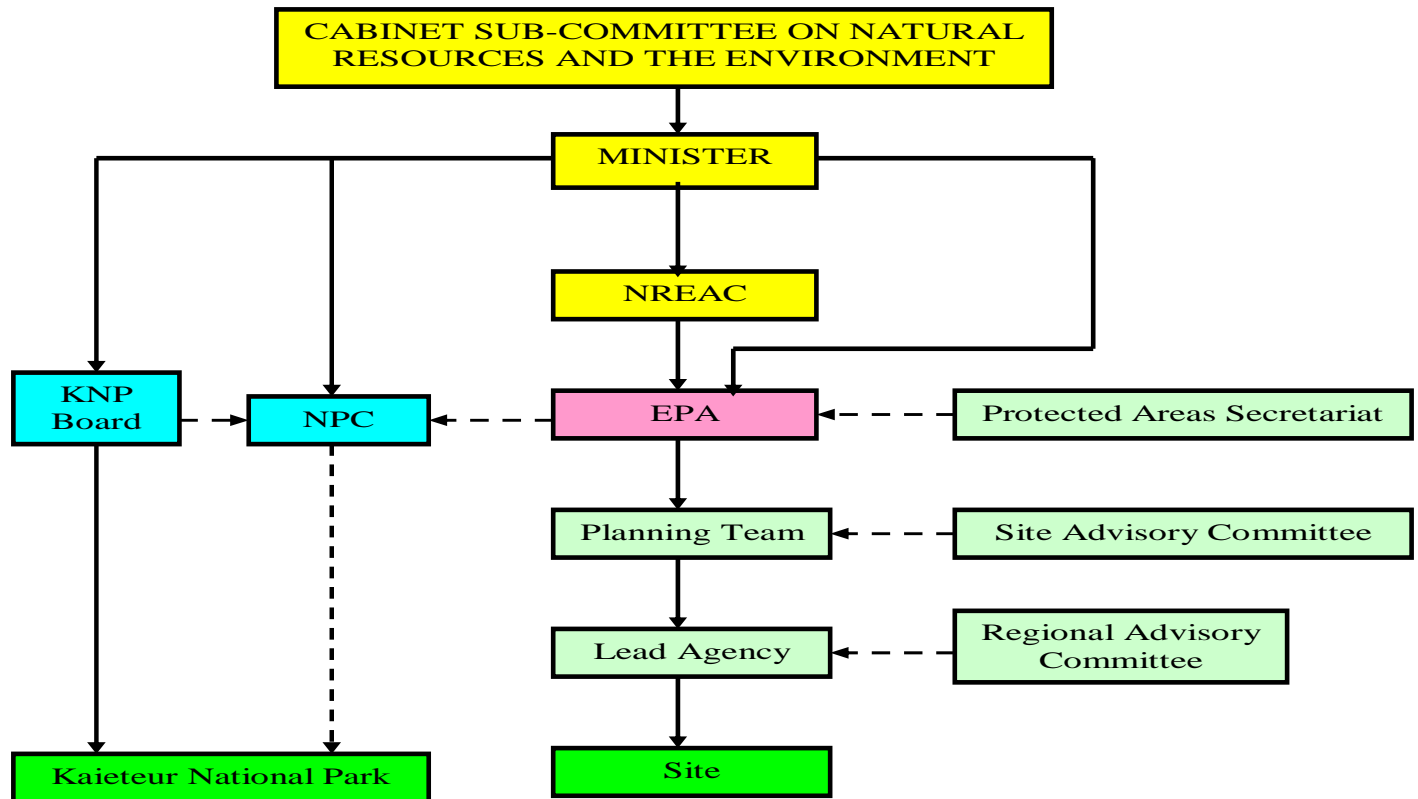


Figure1. *Present Institutional Structure of Protected Areas System in Guyana*

The EPA was given the mandate to perform environmental related duties. The EPA established a Protected Areas Secretariat in August 2000 under the Chairmanship of the Executive Director of the EPA. The EPA has also established, in 2001, a Protected Areas Unit in its Natural Resources Management Division to implement work on protected areas. The EPA developed the National Biodiversity Action Plan (NBAP), which was adopted by Cabinet in 1999.

3.2.3 Presentation 3

Experiences and Models of Protected Areas Management: A focus on institutional structures	Mr. Mike Harding and Ms. Kerstin Swahn, FFI
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Mr. Mike Harding's presentation provided international experiences of PAS. The objective here was to lend reference to the importance of the PAS within the developed countries. This will create a greater interest in the process.

This presentation included the diversity and institutional structure of protected areas in the United Kingdom. The examples explored common essential components. They were inclusive of human activities including settlements. Ecotourism is a rapidly growing industry. The PA can be used as an ecotourism destination and earn valuable foreign exchange.

The key ingredients to these systems were presented and some were discussed in detail including NGO's, governmental support, conflict resolution and effective partnerships with all stakeholders.

Ms. Kerstin Swahn continued the presentation by outlining PAM trends from Central and South America. With the diversity of the ecosystems and cultures that inhabit these ecosystems, it was impossible for one management model to work for all areas, though key components of successful PAM could be adapted to local situations. Therefore, for each PA an individual management system has to be developed with creative solutions in partnership.

Trends in the regional PAM context include cross-sectoral stakeholder representation, bottom-up and decentralised management structure, greater coordination between stakeholders, and increased capacity building. The competitive nature of donor funding makes it difficult for funding to be guaranteed, and in order to survive, a PA should always work towards self-sufficiency.

The presenter then proceeded to give two regional examples of the evolution of NPAS in Colombia and Costa Rica. They both provided a history of the key developments of a PAS in the respective countries, which can be used a guideline for discussions or policy development.

3.2.4 Presentation 4

<i>Iwokrama's Experience in Protected Areas planning and management</i>	Dr. Kathryn Monk Director General, Iwokrama
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The presentation of session five focused on Iwokrama. The objective of this session was to introduce the participants to the current success of the PA in Guyana and lobby for the PAS in Guyana.

Dr. Kathryn Monk gave an overview of the present operations and future aspirations of the organisation, explaining the role and relationship of Iwokrama with the stakeholders. This relationship is one based on hard work and trust. This included a detailed economic analysis of the forest resources.

Iwokrama used the Impact Pathway Approach to determine the Total Economic Value (TEV) of the forest resources. From this study, it was determined that sustainable utilisation generates twice the economic value as unsustainable utilisation, and the locals are the ones to benefit most from this process.

The latter part of the presentation focused on PAM. Dr. Monk pointed out the diversified roles of PAM and some of the problems of institutional structure that needs to be resolved. Established PAs, internationally, have developed PAM systems and also ecosystem management principles. Iwokrama has recognised the fact that co-management is the only workable option for a successful PA.

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This means that the stakeholders have to be empowered. Dr. Monk provided numerous examples of capacity building programmes done for the stakeholders by Iwokrama, and also in partnership with other institutions. The Director General pledged the Centre's commitment to the establishment of a PAS in Guyana.

3.2.5 Presentation 5

<i>Planning and Managing Forestry Reserves and Conservation Concessions</i>	Mr. Julian Evans Assistant Commissioner of Forests, GFC
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The GFC has the responsibility of managing the state forests of Guyana. It is interesting how the agency manages its concessions and what lessons can be learnt from the Commission.

Mr. Evans defined the key terms in order to avoid any confusion in his presentation. He listed the IUCN's classification of PAs, approaches to establish a PA, and codes of practice with the forests reserves. The differences between the GFC's approach and direct conservation were made evident.

For the PA to be effective, the presenter provided a list of preconditions and explained in detail why he believed that they were necessary for success. Other institutions also played an important part in the system and they were given responsibilities within the context of establishment and management of a PAS in Guyana. The GFC has the authority to manage the forests of Guyana, but all interested parties within or near concessions must contribute to monitoring and management.

3.2.6 Presentation 6

<i>Protected Areas management and planning in the North Rupununi</i>	Mr. William Andries, NRDDDB Chairman
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Session seven added the experiences of the local communities of Region nine in the establishment of a PAS in Guyana. This and the following presentations were intended to capture the grassroots' dimension of the structure and provide a forum for discussions thereby developing a complete approach to PAS in Guyana.

Mr. Andries' presentation was based on the experiences of the communities in North Rupununi. The protection of species is a good idea but it cannot happen if humans were excluded from the traditional lands. The definition the presenter uses for a PA is based on ownership of land for protection. Mr. Andries looked at the failure of international protected areas and the resolve to adapt traditional indigenous knowledge into the management plans so that the system has a greater chance of producing the desired results.

The NRDDDB proposed to the GoG in 1996 to demarcate all traditional lands before proceeding with the establishment of a PAS. This proposal was rejected and consequently the process was stalled due to conflicts of interest mainly because of land rights issues. The NRDDDB has since started to work closely with the EPA, the RDC of Region 9, the GFC and other government agencies keen on conservation and development.

Mr. Andries claims that the Amerindians have been protecting the biodiversity for thousands of years and knowledge has been passed down from generation to generation. The Amerindians have learnt the ways of the animals and the secrets of the plants and they are best suited to manage the PA at site level but they must be equipped with the necessary administrative and work-related skills as part of the capacity building program in the establishment of a PA.

3.2.7 Presentation 7

<i>Experience in the Kanuku Mountains Protected Areas Process.</i>	Mr. Vincent Henry Regional Chairman, Region 9
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The RC's presentation focused on the mistakes made in the process of establishment of a PA. This can be used to avoid the same in other PA proposed. The RDC has taken on an active role in the process and represents the communities within the areas potentially identified for protection.

The benefits of establishing a PA were discussed and so were the negative impacts. The Chairman believes that the views of all must be included in the decision-making process and there must be adequate discussions because invaluable knowledge will be gained from the process. This can be done using skilled interpreters within the Region.

Mr. Henry stated that the immediate benefits of establishing a PA such as employment must be given to the locals. This will serve as a boost of confidence for the residents in the development process.

3.2.8 Presentation 8

<i>Governance and status on Natural Resources Management in Region 1- Challenges and Opportunities</i>	Norman Whittaker Regional Chairman, Reg. 1
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Mr. Whittaker began by defining the area of Region 1 and then gave an overview of the natural resources present. The management of the resources was the responsibility of the RDC, and this was shared with GFC, EPA, GGMC, etc, where other agencies have some jurisdiction. This made the management of natural resources more complicated while a less complicated system was desired.

The Chairman then looked at the major economic activities that utilised the natural environment. Gold mining was extremely destructive to the environment and the proliferation of Brazilian miners had exacerbated the problem and it had been affecting the Amerindian community most. The Amerindian communities had been selling off their timber resources to logging companies causing the resources to reduce at a faster rate. The mangrove forests are used for various activities but it was feared that over-utilisation would be detrimental to the coast lands it protected.

Mr. Whittaker believed that there was enormous potential in the Shell Beach area as a revenue earner, and perhaps this resource will become the dominant income earner in Region 1 in the future. The wild birds contribute to a substantial income for many households and with careful management this can continue to be a lucrative trade.

3.2.9 Presentation 9

<i>Shell Beach as a Protected Area: Governance and Natural Resources Management in Region 1</i>	Shyam Nokta GMTCS
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Session nine served as a platform from which the workshop could now build on and develop a working model of a PAM system approved by stakeholders for adoption in the PA legislation. The purpose of this presentation was to facilitate the process so that workable results can be developed.

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Shell Beach was a remarkable example of how a PA should be developed. The history of Shell Beach was most interesting considering the fact that four species of marine turtles nest there. Much scientific research was done within the area starting with Dr. Peter Pritchard in the 1960's. The lead agency, the Guyana Marine Turtle Conservation Society (GMTCS), was fortunate to have learnt from the mistakes of others, and was functioning ideally as PA management body should.

GMTCS at Shell Beach boasted activities such as direct conservation, capacity building, education and awareness, research, and more importantly, income generation activities. GMTCS had learnt from the mistakes of others and the proposed Shell Beach PA had grown to a site of great importance for conservation, ecotourism and economic activities.

It was believed that with adequate legislative, financial and technical support, the Shell Beach proposed PA will become a site of greater value - economic and others, to the local community, Guyana and the international community. The focus of the FFI project funded by the Darwin Initiative is to help both EPA and GMTCS increase and improve their respective institutional capacities through training focussed around the work required to establish Shell Beach as a protected area.

3.3 SUMMARY OF WORKING GROUP DISCUSSIONS

The participants were divided into four groups of almost equal mixing in order to have a discussion that included all possible views, comments and ideas. There were five sessions designated for group discussions. Some of the discussions developed very complicated diagrams that were refined in session eleven. There were some discussions that are excluded from this summary because the key points are included in the outputs. These omissions are done in order to avoid repetition. These summaries are taken from the group presentations.

Note. The output from session 11 is not included here but in "Workshop Outputs"

3.3.1 Summary of Workshop Discussion, GROUP 1

Session 4

In this session, the participants examined the present structure of PAM in Guyana focusing on central and on-site (Shell Beach) levels. Each group presented their interpretation of the existing structure.

1. National Protected Areas Authority

1.1 Comprising representatives of:

- GMTCS
- EPA
- GFC
- National Resources and Environmental Advisory Committee

1.2 Roles and responsibilities would be:

- Policy and legislative guidelines
- Funding and capacity building
- Public awareness (co-ordinated by GMTCS)

2. Regional Boards

2.1 Comprising representatives of:

- Almond and Gwenni beach site level representatives
- GMTCS (joint convener)
- EPA
- Moruka sub-region community representative
- GFC
- Ministry of Fisheries
- Rural Development Council (joint convener)

2.2 Roles and responsibilities would be:

- Endorsement of by-laws for management plans
- Lobby at policy level for adoption and implementation
- Funding and capacity building
- Public awareness (co-ordinated by GMTCS)

3. Site Level

3.1 A working group of trustees comprising:

- GMTCS (local)
- EPA (local)
- Fishermen representative
- ABC group
- Women's representative
- Youth representative
- Gwenni Beach representative
- Santa Rosa Village Community representative

4. Management Issues

- Management is centrally-based in relevant Agencies
- No organic link to local Government or regional structures
- Non-existent or weak self-government at the local level
- Lack of tenure by riverain residents
- Absence of sense of community due to linear settlement patterns along river banks

Session 6

In this session, the participants went a step further and examined the role and responsibilities of the PAM institutions.

Roles and responsibilities would be:

- Training in data gathering
- Link between local and regional level
- Two-way communication
- Monitoring and enforcement
- Central role, along with other stakeholders, in the development of the management plan
- Implementation of the management plan

- Community endorsement of activities and implementers
- Securing funding
- Capacity building
- Public awareness (co-ordinated by GMTCS)

Session 8

The objective of this session was for the participants to identify the institutional needs of the stakeholders for effective participation and output in PAM.

Needs for Stakeholder Participation

1. Identify resource areas as well as local resource users.
2. Research levels of off-take of key resources, which are locally driven and executed and which are linked to certification.
3. Identify outside users (e.g. travellers and fishers).
4. Identify with local users the sustainable off-takes for named resources (e.g. Gailbaca, saltwater cat fish).
5. Cross-cutting education and awareness programmes for local and national resource users.
6. Identification by the local community of by-laws to regulate resource extraction, and develop a process that allows it to be accepted and empowered at National and Regional levels.
7. Train and empower local communities to adopt the Local Area Management provisions contained in the new Fisheries Act.
8. Undertake incremental training of local community members to enforce area management plans.

Session 10

In this session, the focus for the participants was shifted to Region 1. The natural resources Status of the region was estimated and then examined in terms of Shell Beach as a Protected Area.

It was noted that GMTCS can learn from the experiences as well as share their own experiences. GMTCS's experience with conservation work includes:

- Environmental education and awareness
- Community alternative income generating projects
- Direct turtle monitoring and patrolling
- Social services
- Research
- Small population to work with
- A number of migratory species within the area
- Good collaboration with Government Agencies
- Adaptive conflict resolution
- Networking with other organizations

A number of negatives/challenges were identified:

- Logistical cost of conducting activities due to remoteness of area, especially in case of ecotourism

- Unplanned development which were impacting on the ecosystem
- Weak enforcement capacity of state agencies
- Fishermen unhappy with no-fishing ban

Key issues identified were:

- Need for key stakeholders to be involved in the planning and decision-making
- Fragmentation of legislation and conflict arising from different interpretation of legislation
- No legislation for Protected Areas
- Need for comprehensive management plan at the site level though some management planning was in place, and at the national level, the process was being addressed
- The need to address the issue of land tenure and the demands for lands by Amerindians, agriculture, mining, forestry and for settlements
- Need for public awareness
- Building of national capacity to manage Protected Areas and a Protected Areas System
- Need for financing for the Protected Areas process

3.3.2 Summary of Workshop Discussion, Group 2

Session 4

In this session, the participants examined the present structure of PAM in Guyana focusing on the central and site level (not restricted to Shell Beach). Each group presented their interpretation of the existing structure.

Present Management Structure of PA

Central

1. Protected area establishment was typically a top-down process, Government driven, providing little opportunity for participation at grass roots level.
2. The system did not cater for good governance.
3. There was limited management by local people.
4. Often the issue of Amerindian land rights was not adequately addressed and consequently the protected area concept was not being accepted.
5. Local people felt their considerations were not taken on board.

Shell Beach

6. Shell Beach was a small community just starting to develop, and was looking for alternatives to turtle hunting - making soap, embroidery and other handicrafts - but they did not make enough money.
7. It was not possible to fish on some sections of beach in the turtle breeding season. Large boats were mainly responsible for killing the turtles.
8. In return for not fishing or killing turtles, significant alternative incomes must be developed for local people.

Iwokrama

9. At Iwokrama, local people can live and work within a protected area in a harmonious way.
10. The structure had mechanisms for interaction with the community, such as joint management.

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11. The project recognised traditional knowledge as important for development.
12. 95% of the staff was local persons.
13. The project had training and capacity building initiatives.
14. There were alternative income generating initiatives such as eco-tourism and bee keeping.
15. The project at Iwokrama began with some problems with local communities but these had been resolved over time.

Kanuku

16. At the Kanuku proposed protected area, local people asked CI if traditional use will be guaranteed or protected, but CI would only say this can only be determined when traditional usage was known.
17. In general, local people recognised the value of conservation and saw the need for it.
18. Local people must be directly involved in the management of a protected area.
19. The local community want to know how they can benefit from designation of a protected area.
20. Questions of traditional rights guarantee become more complicated where use of land has been more intensive.
21. Collaboration with Government had not been good when dealing with the question of land.
22. Stakeholder participation must find ways of capturing views.

This group was broken down because some of the members did not turn up on for the second day's sessions and the participants joined the other groups.

3.3.3 Summary of Workshop Discussion, Group 3

Session 4

In this session, the participants examined the present structure of PAM in Guyana focusing on the central and site level (not restricted to Shell Beach). Each group presented their interpretation of the existing structure.

The current PA structure was given as:

- Minister of Environment
- PA Board: EPA, GGMC, GFC, etc.
- Regional PA Committee: Village Council, GDF, Rangers, Wardens, Implementation Body
- Village council: clubs, Forestry, Marine Life, other

Session 6

In this session, the participants went a step further and examined the role and responsibilities of the PAM institutions.

- Amerindian communities
- Mining sectors
- Forestry sectors
- Conservation organizations
- RDC

Session 8

The objective of this session was for the participants to identify the institutional needs of the stakeholders for effective participation and output in PAM.

Stakeholder	Needs
Amerindian Communities	Define goals and responsibilities
Mining sector	Capacity building
Forestry sector	Education, awareness, outreach programs
Conservation organizations	Financial support
RDC	Alternative income source
	Technical support
	Infrastructural support
	Awareness of stake holder's roles

1. Awareness : Community Driven Negotiations
2. Education and Training
 - a. resource mapping
 - b. monitoring of PA's
3. Project Planning
 - a. Identification of alternative sources of income
 - b. Conflict Resolution Skills
4. Capacity Building
 - a. Administrative Functions
 - b. Identification of Stake holder's roles, Community services
3. Relevant and Enforceable Legislation, enforceable by PA authorities
 - c. Rangers with supernumerary authority
 - d. Support form GDF and GPF
5. Committee with Partnerships: RDC, GDF, EPA, GGMC, GFC
6. Networking
7. Financial Support
 - a. Funding for Projects
 - b. Alternative income sources for locals

Session 10

In this session, the focus for the participants was shifted to Region 1. The natural resources status of the region was estimated and then examined in terms of the Shell Beach as a Protected Area.

Analysis of natural resources of Region 1

1. To examine and analyse natural resources within the Shell Beach area: wildlife, birds, shells, etc.
2. To work out ways and means by which we can use these resources in a sustainable way to benefit present and future generations
3. To forge a partnership amongst various interest groups in the area in pursuit of a common objective
4. To show that people and nature can live side by side without adversely modifying the environment.

3.3.4 Summary of Workshop Discussion Group 4

Session 4

In this session, the participants examined the present structure of PAM in Guyana focusing on the central and site level. Each group presented their interpretation of the existing structure.

Current management structure:

Minister

Board

Regional Protected Area Management Committee

Site Management Committee

Key Issues listed:

Stakeholders included: GFC, EPA, GGMC, Local Communities, NGO's, etc.

Legislation: fragmented, conflict prone, no legislation for PA

Comprehensive Management Plan: at site level, at national level

Land Tenure

Public Awareness

National Capacity to manage and finance PA

Session 6

In this session, the participants went a step further and examined the role and responsibilities of the PAM institutions.

Institutions were:

- Parliament
- Policy monitoring and enforcement
- Coordinating the activities at sites and preparing the management guidelines
Administration and implementation

These were some of the roles identified for the stakeholders in the development of the process:

1. Awareness
 - Community driven negotiations
2. Education and Training
 - Resource Mapping
 - Monitoring of Protected Areas
3. Project Planning
 - Identification of alternatives
 - Sources of Income
 - Conflict Resolution Skill
4. Capacity Building
 - Administrative functions
 - Identification of Stakeholders

- Roles, Community Services

- 5. Relevant and Enforceable Legislation
 - enforceable by Regional Planning Authority
- 6. Committee with partnerships
 - RDC, GDF, GPF, EPA, GGMC, GFC
 - Rangers with supernumerary authority
 - Networking

Session 8

The objective of this session was for the participants to identify the institutional needs of the stakeholders for effective participation and output in PAM.

Institutional Needs for Stakeholders:

1. Indigenous communities
 - Training and education
 - Cultural revival
 - Communication
 - Transport
 - Empowerment
 - Funding mechanisms
 - Ownership of the process
 - Moral support
 - MoU between Government and Community

2. Government Agencies
 - Training and capacity building
 - A policy framework

3. Donor Communities
 - Access to reliable information
 - Transparent financial arrangements
 - Alliances with other funding agencies

4. KEY OUTPUTS FROM WORKSHOP

4.1 PROVISIONAL STRUCTURES DEVELOPED BY WORKING GROUPS

These are some of the provisional structures developed in the workshop during the working group sessions and refined in session 11.

4.1.1 Group 1 Provisional PAM Structure Identified

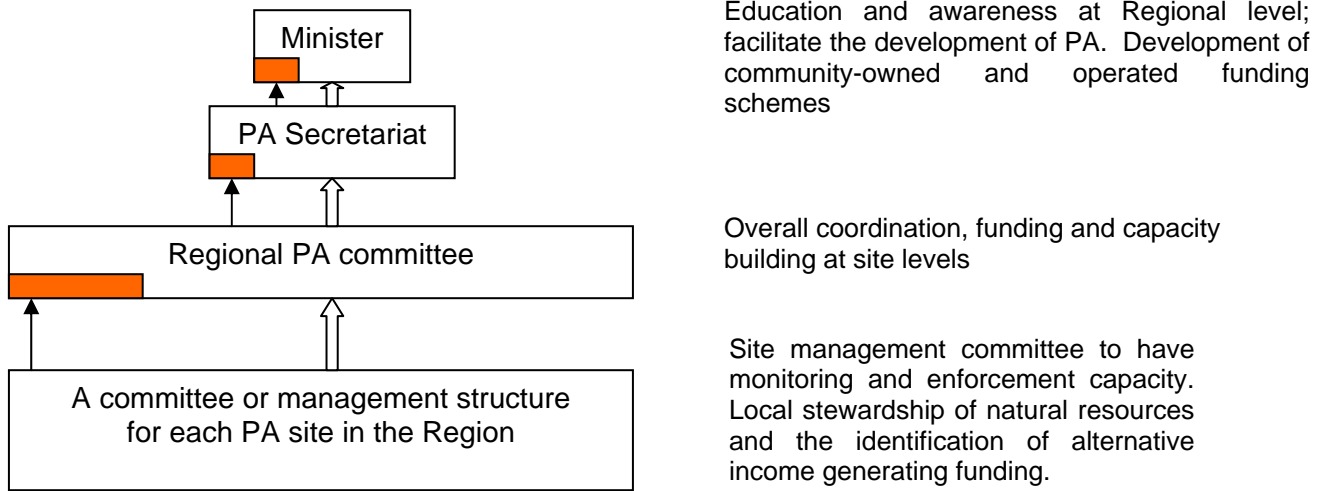


Figure 2: *Provisional structure developed by Group 1*

Group one kept this structure simple and tried to explain the functions at different levels of the structure. In the next diagram, group 2 was more illustrative and tried to integrate many aspects of PAS management into the institutional structure.

4.1.2 Group 2 Provisional PAM Structure Identified

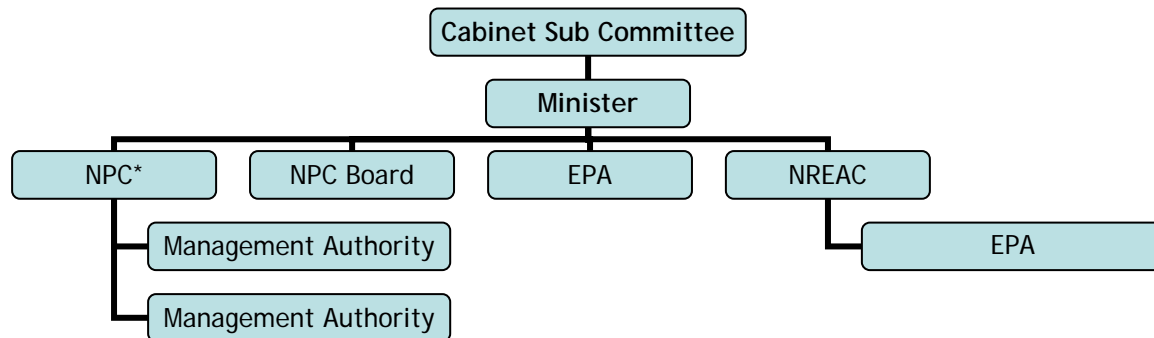


Figure 3: *Provisional structure developed by Group 2*

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The National Protected Areas Committee (NPC) is given the responsibility to manage the PA through its management authority at each site. The NPC board works directly with the EPA and the NREAC.

4.1.3 Group 3 Provisional PAM Structure Identified

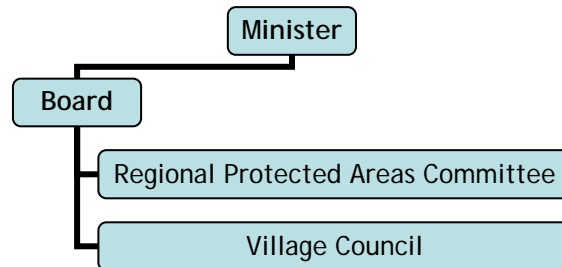


Figure 4: *Provisional structure developed by Group 3*

The Board will be responsible for policy making and legislation, and will be a broad stakeholder body to include representatives from the Regional Protected Areas Committee, GFC, GGMC, EPA and others.

The Regional Protected Areas Committee will involve the RDC, as well as regional representatives of key institutions such as GDF, GPF, GGMC, GFC, and will be the main implementing body, acting as a conduit between the village council and the Board.

The Village Council level will represent a number of interests, such as wildlife clubs, those with an interest in marine life, wildlife, etc.

Management Plan Development

It was recognised that the Management Plan for each Protected Area should be developed by a Working Group which should consist of:

- EPA national level workers
- Regional Board members
- Residents and stakeholders from the Protected Area

The full working group should produce the plan from inception to completion. The boundaries for the plan should be set by national policy guidelines which will have already been developed through a participatory process.

The Group should also review monitoring information prior to revision of a plan.

The discussions from the third session drew attention to some other important points and also indicated some possible solutions. It was recognised that while the Environmental Protection Act was strong, the supporting mechanism to enforce the act was not in place or not functioning. Therefore the issue was not one of weak legislation but of weak legal and other support for enforcement of the rulings of the EPA and other agencies in environmental issues.

The discussions centred on other important issues. It was felt that environmental concerns were not being addressed adequately at the level of Parliament due to lack of perhaps a "Minister of Environment". The environmental concerns fall under the jurisdiction of the Office of the President. There was the belief that a new ministry should be developed that will be responsible for the EPA, GFC, GGMC, Lands and Surveys Commission, and any other agency that fell within this category of natural resource management. Some of the participants

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believe that this was a more realistic approach to natural resource management and conservation.

This approach will definitely strengthen the coordination between agencies in the management of natural resources and perhaps, for the first time, a clear policy framework can be developed directing the functions of each agency within the ministry in such a manner that there was reduced overlapping and conflicts of interest.

4.1.4 Group 4 Provisional PAM Structure Identified

- National Co-ordinating Authority: this body should co-ordinate the activities of sites and prepare management guidelines for PA's.
- Site Management of a Protected Area: These would be responsible for administration and implementation at site level. At this level, there is a Board, which comprises stakeholders including the EPA, which acts to provide direction for the PA. The Managing Authority is the implementing agency for the Protected Area.
- The structure includes an appeals tribunal, which allows independent adjudication of disputes or where any party feels aggrieved about a particular institutional decision. It is a key structure for managing conflict within the system.

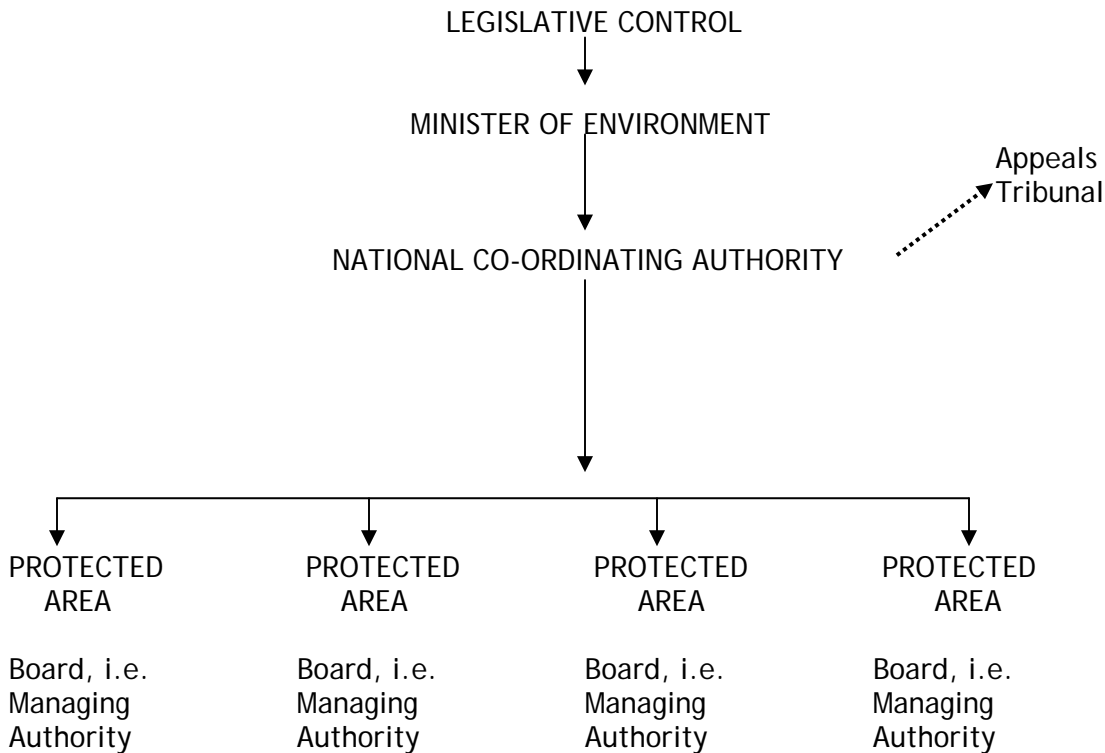


Figure 5: *Provisional structure developed by group 4*

Roles and responsibilities are:

- Legislative Control: this is provided by Parliament and should provide the legal authority to successfully implement a PA system
- Minister of Environment: This post, with advice from lead agency, possibly EPA, should take a lead on policy, monitoring and enforcement issues

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From this workshop, a number of models of an institutional structure for the management a PAS were developed, ranging from simple to complicated models. The objective was to capture the ideas of all and then develop what will then be an agreed new institutional structure of the PAS. It was clear that there was no consensus on any of the provisional structures, although the Combined Institutional Structure presented below was largely agreed on. The organizers of the workshop are hopeful that further agreement can be reached following the distribution of this draft report and regional consultations.

4.1.5 The Combined Institutional Structure

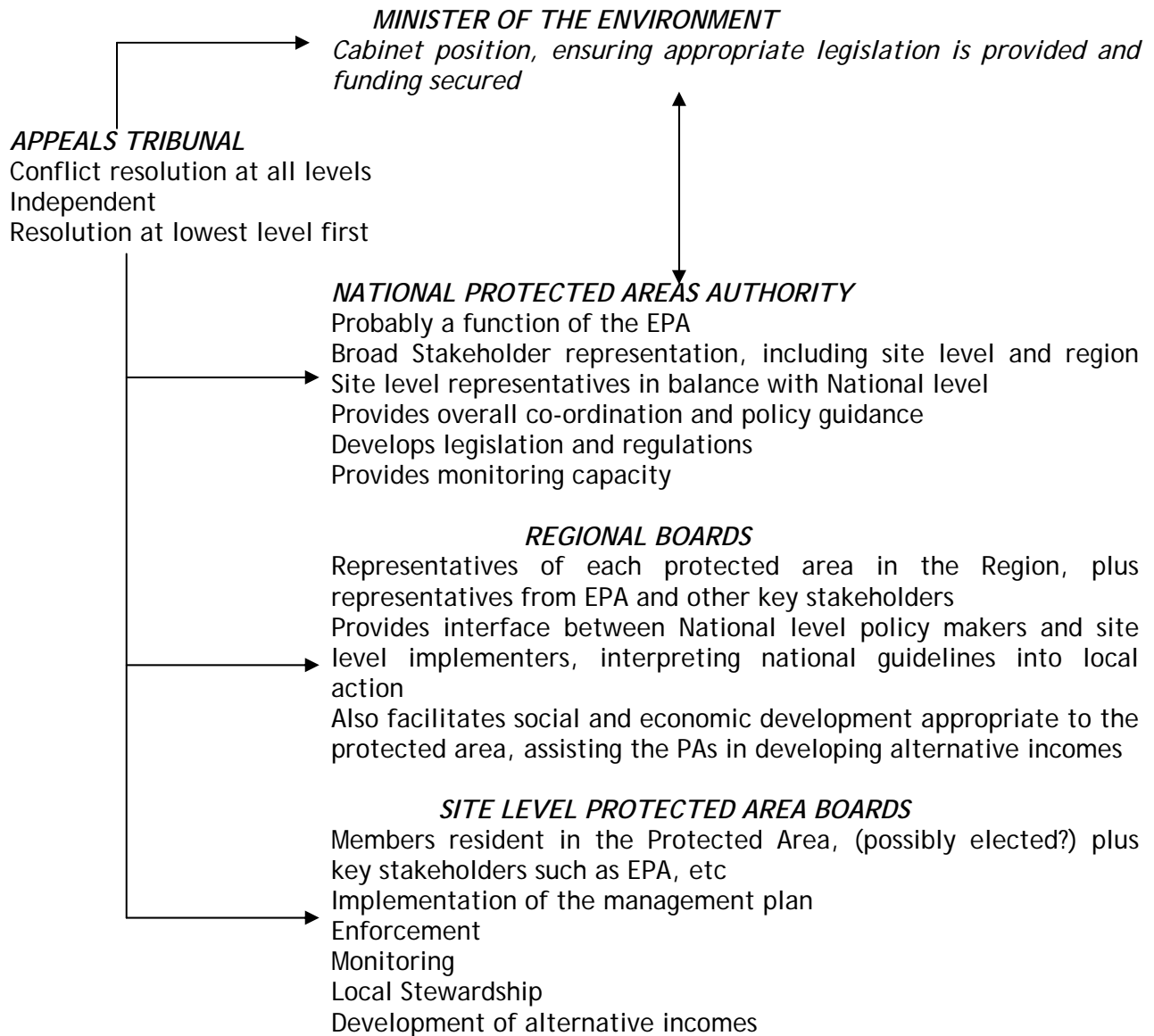


Figure 6: *Institutional structure for a PAS*

Mr. Mike Harding of FFI presented his view of an integrated version of these structures developed by the groups. It is more complicated as it attempted to preserve all inputs in a simplified manner, illustrated in Figure 6.

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It should be noted that for successful flow of information and to build confidence, it is essential that each of the three main levels have representatives on their managing boards from the other two tiers.

Further, it should be noted that information, expertise and influence should flow in both directions between tiers. It was emphasised that effective stakeholder participation is both expensive and takes much time. Both should be factored into the process.

4.2 REVIEW OF WORKSHOP

(Mike Harding)

The aim of the workshop was to bring the stakeholders together to identify a possible institutional structure for the management of a PAS, and to identify how this should engage a broader group of stakeholders.

A broad grouping of stakeholders including senior Government officials, regional and village representatives, international and national NGOs, and those representing the interests of Amerindian communities were at the workshop.

A wide range of views were expressed, some of them passionately. Much was heard of the successes of current efforts particularly with advocates of work at Shell Beach, Iwokrama, and the CI initiatives.

Similarly, criticisms were expressed of these initiatives from other sources, mainly related to the shortcomings of participation process for local people. It was pointed out that some of the weaknesses of these processes included:

- Insufficient consideration to local people in the consultation process
- Insufficient resources - in terms of time and money - allowed for local community participation
- Insufficient accommodation of land rights issues in the various initiatives

It should be noted that these are all human issues, to do with society and equity. It is a good reminder that often conservation has little to do with animal biology and everything to do with people and the management of their impacts and aspirations.

Weaknesses in the current system were also mentioned in terms of:

- Legislation
- Policy direction
- Fragmentation of both responsibility and powers of enforcement
- Lack of capacity at all levels to design and implement conservation projects

For example, the case of illegal cutting of mangroves at Shell Beach, where Cease Orders have been issued to little effect, was used to illustrate the weakness of the current protection system. This case remains unresolved. All of the issues raised above will need to be resolved if the PA system is to be effective.

Despite these problems, the debates were positive, without single issues dominating the discussion. The open and free nature of the debate was a key ingredient in the success of the workshop.

On the second day, the bones of a Protected Area system were collectively identified. This featured a Minister of the Environment driving forward the national issues, with bodies identified at the National, Regional and Local levels with which to implement the PA plan. The requirements of these institutions were also identified in order to fully engage the broad range of stakeholders in the PA system.

In considering the Shell Beach protected area, the issues and achievements made by GMTCS were presented, while Mr. Whittaker (Regional Chairman, Region 1) emphasised the weakness in the link between the Region and the national level in planning and exploitation of

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natural resources. The over-exploitation of resources in the region was described, and it was emphasised by participants that a protected area structure could play an important role in managing those resources sustainably - including, but not exclusively, biodiversity.

It was then concluded that, for the Protected Areas programme as a whole, a system that used conservation and sustainable management of natural resources to provide a framework for managing individual sites should be considered. Protected Areas were not just about looking after wildlife, but rather a system of stewardship, which provided resources and benefits to all of the stakeholders.

In this vision for a PA system, then, wildlife would be protected within its human social, economic and cultural context, and not in isolation. Taking the preservationist or isolationist view will fail and will not build the partnerships required to effectively manage the sites.

This will of course be difficult to achieve. It will require a great deal of political will, financial and human resources and a lot of hard work and co-operation. FFI is pleased to assist in realising this vision, but this is a Guyanese issue and needs Guyanese answers.

On the third day, some ideas for Shell Beach were drawn out - some objectives and a management structure for implementation were outlined. The scheme for Shell Beach drew down the national structure to the local level, identifying stakeholders represented on the site management authority and how this authority would engage with the regional and national bodies.

Overall, then, it was a very successful workshop, which provided practical results now to be followed up by the EPA, key stakeholders and the FFI team - with particular focus on Shell Beach.

My final point is to say thank you to all of the participants who have made this workshop such a great success. To the staff of the EPA, and Dr Ramdass and Ramesh Lilwah, a particular thank you for all their effort in co-ordination. To Shyam Nokta, who has co-ordinated this workshop as FFI Project Officer, we are particularly grateful. I look forward to seeing you all again next time.

4.3 WRAP-UP - THE NEXT STEPS

(Dr. I. Ramdass)

4.3.1 The Workshop Report

The following timetable was discussed and agreed with participants:

Activity	Responsibility	Time
Compilation of draft report	FFI/EPA Team	1 Week
Circulation of draft. Return of comments to EPA	EPA. Participants	4 Weeks
Finalisation of report	FFI/EPA Team	1 week
Distribution of report	FFI/EPA Team	Ongoing

4.3.2 Recommendations and Findings

Institutional Structure

- Wider consultations were required. It was suggested that this be through regional structures led by RDCs and EPA
- It was aimed for completion by June 2003
- Detailed consultations at local level, considered essential to achieve broad support, would require funding and needs to be resolved. EPA stated they would find at least part of this funding

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- Following consultations, the EPA would be ready to seek endorsement by the decision-makers
- It would then be incorporated into draft legislation along with other relevant provisions for wider development of environmental management
- There would be further consultation on the draft legislation

Institutional Needs for Stakeholder Participation

- A checklist of functions and needs will be developed at all levels in the PA structure and by all stakeholders

Objectives and Management Model for Shell Beach

- These will be used as a basis for further consultations involving stakeholders for Shell Beach
- Outputs would then be used to guide the process leading up to the declaration of Shell Beach as a Protected Area
- Experiences would be used for other initiatives to establish PAs in the country

5. APPENDICES

5.1 APPENDIX I. PRESENTATIONS

- These will provide background information
- They can assist in avoiding future pitfalls in the process for establishing PAs

TITLE OF PRESENTATION	PRESENTER(S)
1 <i>An Overview of Protected Areas in Guyana</i>	Mr. Ramesh Lilwah, EPA
2 <i>National Policies, Strategies and Institutional Structure for PAM</i>	Dr. Ramdass, Director, EPA
3 <i>An overview of present initiatives towards Protected Areas Experiences and Models of Protected Areas Management - A focus on institutional structures</i>	Mr. Mike Harding Ms. Kerstin Swahn, FFI
4 <i>Iwokrama's Experience in Protected Areas planning and management</i>	Dr. Kathryn Monk, Iwokrama
5 <i>Planning and Managing Forestry Reserves and Conservation Concessions</i>	Mr. Julian Evans, GFC
6 <i>Protected Areas management and planning in the North Rupununi</i>	Mr. William Andries NRDDB
7 <i>Experience in the Kanuku Mountains Protected Areas Process.</i>	Mr. Vincent Henry RC, Reg. 9
8 <i>Governance and status on Natural Resources Management in Region 1- Challenges and Opportunities</i>	Mr. Norman Whittaker, RC, Region 9
9 <i>Shell Beach as a Protected Area - Governance and Natural Resources Management in Region 1</i>	Mr. Shyam Nokta, GMTCS

5.1.1 PRESENTATION 1: PROTECTED AREAS IN GUYANA

Mr. Ramesh Lilwah, Coordinator - Protected Areas Secretariat, EPA (Guyana)

WHAT IS A PROTECTED AREA? (PAS)

- An area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means (IUCN, 1994)
- Strict Nature Reserve / Wilderness Area: managed for science or wilderness protection
- National Park: managed for ecosystem protection and recreation
- Natural Monument: managed mainly for conservation of specific natural features
- Habitat / Species Management Area: managed mainly for conservation through management intervention
- Protected Landscape / Seascape: managed mainly for landscape/seascape conservation and recreation
- Managed Resource Protected Area: managed mainly for sustainable use of natural ecosystems

CONSERVATION POLICY

- Article 2:25: Every citizen has a duty to participate in activities to improve the environment and protect the health of the nation

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- Article 2:36: In the interest of the present and future generations the state will protect and make rational use of its fauna and flora, and will take all appropriate measures to conserve and improve the environment
- Natural resource base forms the basis of economic activity
- Forests, agricultural lands, fisheries, fresh water, wildlife
- Environmental Protection Act (1996) enacted as the main legislative vehicle for coordinating environmental management activities of persons, organizations and agencies in Guyana and establishes the EPA

FUNCTIONS OF THE EPA (PART II)

- To take such steps as are necessary for the effective management of the natural environment so as to ensure conservation, protection, and sustainable use of its natural resources
- To coordinate and maintain a programme for the conservation of biological diversity and its sustainable use
- Coordinate the establishment and maintenance of a national parks and protected area system and a wildlife protection management programme

SOME EARLY SURVEYS AND RECOMMENDATIONS FOR IN-SITU CONSERVATION

- Nature Conservation Survey (Dafelt, 1978)
 - 25 sites (Biological Reserves/Wildlife Sanctuary, National Park, Resource Reserve, National Monument, Multiple Use Forest Reserve)
- Biosphere Reserve and World Heritage Sites (Putney, 1990)
 - 3 sites (2 BRs and 1 WHS)
- Conservation in Amazonian Guyana (Ramdass and Haniff, 1990)
 - 12 sites (WHS, NP, SR, PL, MRA, BR, AR, RR WR)
- Guyana/UNEP (GAHEF, 1992)
 - 8 sites (BR, WS, WHS, NP)

EARLY INITIATIVES AND NPAS

- Proposed in NFAP in 1989
- Signatory to CBD (1992) at UNCED
- Ratified Convention and NEAP (1994)
- Articles 6: conservation and sustainable use (a, b) & 8 : in situ conservation (a,b,c,d,e) of CBD: refers to a system of protected areas and measures to conserve biological diversity
- GEF / World Bank Project in 1994
- NPAS project progressed in 1995
- Visits/Missions, discussions with GOG, consultants, and workshop with Amerindian Captains and Councillors
- Draft Project document in 1997
- Cabinet's endorsed a revised document
- Provision in new Forestry legislation for excision of areas for PA
- Conduct RRA in KNP and prepare Project Implementation Plan
- Co-financing and expansion of KNP, manager for PMU
- Proposal for co-financing submitted to EU – German Bank for Reconstruction (KfW) requested some additional information
- New conditions imposed in July 1998
- Bank team should visit Guyana to discuss linkage of NPAS to Amerindian concerns
- PMU fully established and functioning – PMU Manager, Financial Management, Procurement Specialist hired and adequate office space allocated etc.

NATIONAL BIODIVERSITY ACTION PLAN (NBAP)

- NBAP identified as strategic framework for protected areas
- Developed by EPA after National Consultations with stakeholders and communities: approved by cabinet 1999
- Programme Area 6: In situ and ex-situ conservation of biodiversity
- National Workshop (Nov. 1999) on implementation NBAP
- Arrived at 5 priority sites in addition to Kaieteur for protection and actions taken to identify, plan and manage areas
- Planning teams were set up – involve “on the ground” stakeholders
- National stakeholders Steering Committee established

THE SITES SELECTED

- KANUKU MOUNTAINS
- SHELL BEACH
- ORINDUIK FALLS
- MOUNT RORAIMA
- SOUTHERN REGION
- KAIETEUR NATIONAL PARK
- IWOKRAMA INTERNATIONAL CENTRE FOR RAINFOREST CONSERVATION AND DEVELOPMENT
- MORABALLI RESERVE
- MABURA HILL ECOLOGICAL RESERVE

KANUKU MOUNTAINS

- Southwest of Guyana
- Biologically diverse- Harpy Eagle, other birds
- Rewa River – Giant Otter, River Turtle, Black Caiman, Arapaima, *Ocotea sandwichii*
- Lead Agency: CI Guyana
- Reg.9 Advisory Group, Min of Local Gov., Min. of Amerindian Affairs, GFC, GGMC, UG, GHRA, GOIP, FPA, TAAMOG, etc.

SHELL BEACH

- Beaches on North Shore on coastline between mouths of Pomeroon and Waini Rivers
- Nine beaches, Almond, Gwennie, Tiger, Kamwatta, Turtle Beach
- Mollusk shells / nesting sites for marine turtles - Leatherback, Green, Olive Ridley and Hawksbill
- Entire ecosystems, macaws, scarlet ibis, wading egrets, herons, jaguars, tapir, deer, monkeys, etc., Arecaceae, Nipa
- Lead Agency: GMTCS
- GDF, EPA, LMR, Min of AA /RD

ORINDUIK

- North of Lethem one of oldest geological formations in country
- Scenic rapids, communities adapted to flowing rapids
- Falls surrounded by dry savannahs
- Lead Agency: THAG
- Wilderness Explorers, GDF, EPA, Min of RD, Local Communities, Min of Trade and Tourism

MOUNT RORAIMA

- Tri-national boundary- Guyana, Brazil and Venezuela
- Remote and highest peak

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- Evolutionary history and Guiana Shield flora and fauna, escarpments, mesas, plateaus, pristine montane tropical forest, high endemism, pink sandstone, elfin woodland, forested gorges, undescribed endemics, Diptocarpaceae
- Lead Agencies: GDF and EPA
- THAG, Min of AA, Min of RD, Min of FA, etc.

KAIETEUR NATIONAL PARK

- Established as PA in 1929 and covered 72 sq. km
- Extended (2000) 242 sq. km
- Ecological integrity/significance
- Main attraction is Kaieteur Falls
- Scientific / recreational values
- High level of endemism and species diversity, geology
- Montane, dry seasonal forests and savannahs, watersheds, ferns, *Grammitis* sp., *Hecistoteris kaieteurensis*, *Brocchina* sp.
- Threatened and endangered species of birds and primates
- Managed by KNP Board

SOUTHERN REGION

- Series of sites with own ecological, environmental and socio-cultural values – untouched lowland forest with high diversity
- Far eastern portion is the New River Triangle – unexplored flora and fauna – area is isolated, inhabited and relatively inaccessible
- Stretching savannahs, gallery forests and rivers (Takatu, Kuyuwini)
- Refuge for Wildlife – Giant Armadillo – Amerindian village of Kanashen of anthropological, cultural and social interest
- Lead Agency: GDF and the EPA, *Berthoellia* sp., NTFP
- GFC, UG, Min of Reg. Dev., Min of Foreign Affairs, Min of Amerindian Affairs, Wildlife Division, GGMC, Local Communities

IWOKRAMA

- Established – 1996 Act
- 360 000 ha protected area in centre of country
- Half is Wilderness area, other half SUA
- Both areas approved by Board of Trustees
- Sustainable management of forests
- Conservation and utilization of biodiversity
- Forestry research

PROTECTED AREAS SECRETARIAT

- To coordinate the establishment and maintenance of a national parks and protected areas system and wildlife programme
- Protected Areas Secretariat seen as the body to perform this role
- Technical resources from selected agencies on a voluntary basis
- Coordinate the planning and implementation

ESTABLISHMENT OF PROTECTED AREAS SECRETARIAT

- Director of EPA EPA (Chairman)
- Ramesh Lilwah EPA (Coordinator)
- Lakshman Persaud EPA (Secretary)
- Dr Indarjit Ramdass UG (Member)
- Mr. Shyam Nokta IWOKRAMA (Member)

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- Mr. Godfrey Marshall GFC (Member)
- Ms. Sandy Griffith CI (Member)
- Mr. Clayton Hall Member
- Two other reps MoAA and Amerindian NGOs

GMTCS

- Direct turtle conservation
- Education and awareness
- Community Empowerment
- Research
- Min of Fisheries Crops and Livestock – no net zones along nesting beaches for 3 months of season
- Coast Guard assist in monitoring
- Training in Conservation and tourism, craft, handicraft and balata bleeding
- Turtle video of Shell Beach -aired on major TV stations
- Turtle Awareness leaflets, airport sign, educational camps for schoolchildren
- Santa Rosa Club to Wildlife exhibition
- Local chicken project beach for Almond Beach
- Assistance from Iwokrama - 2 women from Almond Beach trained in Conservation and tourism

SHELL BEACH AS PROTECTED AREA (2002)

- Meet with planning team and outline strategy
- Series of consultations in area - dependent on funding (proposal submitted to WWF) - Follow same pattern as Conservation International
- WWF and French Govt. funds for Shell Beach and Mount Roraima
- Continue biological surveys
- All-year round monitoring (Bridging funds approved by UNDP)
- EPA /Secretariat executing Agency
- Longer no-netting season
- Education and awareness

KANUKU MOUNTAINS

- Conservation International - Several meetings , consultations with the communities
- First phase of consultations completed and methodology for second phase discussed
- First to provide general information about establishing PAs and how that site fits into the national process
- Process entirely funded by Conservation International

QUESTIONS FROM PHASE ONE CONSULTATIONS

- Land tenure and accessibility
- Benefits from the Protected Areas
- Fishing rights
- Involvement
- Training of Amerindian
- Strict nature reserve

COMMUNITY RESOURCE EVALUATION (CRE)

- Continue to work with and support CI in their effort to establish a PA at Kanuku Mountains
- Participate more fully in consultation process
- Resource Use Evaluation to come up with pattern of use
- How uses in relation to mountains

- Dependencies, food and water
- Options available to communities
- Enterprise development plan
- Plan around uses

COMMUNITY RESOURCE EVALUATION

- Legislation / Other Sites
- Continue to seek funding for other sites-Flora and Fauna International, WWF indicated interest
- Continue public awareness with support from EIT Division: Biodiversity, Protected Areas, Wildlife – response good from regions
- Meet with the planning teams and outline strategy
- KNP, IWOKRAMA, NPC
- Draft Regulations completed and reviewed - stakeholder consultations and finalize regulations

5.1.2 PRESENTATION 2: NATIONAL POLICIES, STRATEGIES AND INSTITUTIONAL STRUCTURE FOR PROTECTED AREAS MANAGEMENT

Dr. Indarjit Ramdass, Director, Natural Resources Management Division, EPA

National Policy

- The general policy is stated in the 1980 Constitution of the country under Articles 2:25 and 2:36
 - Article 2:25 – *Every citizen has a duty to participate in activities to improve the environment and protect the health of the nation*
 - Article 2:36 – *In the interest of the present and future generations the state will protect and make rational use of its flora and fauna and will take all appropriate measures to conserve and improve the environment*
- The Environmental Protection Act No. II of 1996 was passed and the Environmental Protection Agency (EPA) was established
- The aim of the EP Act is to:
 - “To provide for the management, conservation, protection and improvement of the environment, the prevention or control of pollution, the assessment of the impact of economic development on the environment, the sustainable use of natural resources and for matters incidental thereto connected therewith”.
- The EP Act identifies the following functions particularly related to protected areas:
 - to take such steps as are necessary for the effective management of the natural environment so as to ensure conservation, protection and sustainable use of its natural resources
 - to improve the participation of members of the public in the process of integrating environmental concerns in planning for development on a sustainable basis
 - to coordinate and maintain a program for the conservation of biological diversity and its sustainable use
 - to coordinate the establishment and maintenance of a national parks and protected areas system and a wildlife protection management program
 - to advise the Minister on matters of general policy relating to the protection, conservation and care of the environment and the impact of development.
- The EPA’s Mission:
 - to promote, facilitate and co-ordinate effective environmental management and protection and the sustainable use of Guyana’s natural resources

- The EPA's mandate in relation to protected areas includes:
 - to implement steps and systems for the effective management of the natural environment ensuring conservation, protection and sustainable natural resources use
 - to co-ordinate the environmental management activities of all persons organisations and agencies, and
 - to promote public participation in the process of integrating environmental concerns in development planning ensuring sustainability
- The National Environmental Action Plan (2001-2005) (NEAP) also gives some policy guidelines:
 - It advocates that opportunity for continued development remains undiminished for future generations
 - It identifies one of the goals of environmental protection as the general preservation and conservation of ecological integrity and the protection of natural habitats and fragile ecosystems, in particular, and
 - ensuring sustainability through best practice of the management and use of natural resources for economic development
- This position is also reinforced in the National Development Strategy (2001)
- It clearly defines the need for environmental protection to be treated as a cross-sectoral issue, and
- It advocates that economic, environmental and social values should be integrated during planning

Institutional mechanism

- The EPA established a Protected Areas Secretariat in August 2000 under the Chairmanship of the Executive Director of the EPA
- The EPA has also established, in 2001, a Protected Areas Unit in its Natural Resources Management Division to implement work on protected areas

Action plan

- The EPA developed the National Biodiversity Action Plan (NBAP), which was adopted by Cabinet in 1999
- The conservation and protection of biodiversity is presented in programme area 6, "In situ and Ex situ conservation of biodiversity"
- It recognizes that species are best studied and conserved in their natural or naturalized habitats
- Project no. 22 targets the development of a national system of protected areas
- Project no. 23 is aimed at coordinating and expanding ex situ activities

National Strategy

- The national strategy is outlined in "National strategy for the establishment of a system of protected areas" (2002)
- It firstly sets out a framework using four approaches:
 - The Systematic and Scientific approach which aims for:
 - Protection of examples of all natural ecosystems in Guyana
 - Protection of areas of particular biological significance
 - Protection and integrated management of key watersheds
 - Protection and preservation of sites of importance to the cultural and spiritual heritage
 - The Participatory approach where
 - All stakeholders will be invited and given opportunities to be involved in and contribute towards the effort of establishing and managing the system of protected areas

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- Likely limitations of information and scientific certainty will not deter decision-making aimed at securing the goals of this strategy. In instances of uncertainty, therefore, decisions taken will be based on the principle of ensuring that the highest number of options possible is retained
- The Holistic approach where there will be:
 - Opportunities for societal development, education, training, and capacity building
 - Contribution to sustainable economic development
 - Provision of sustainable employment opportunities
 - National Strategy contribution towards meeting the biodiversity and watershed conservation requirements of international reference standards
 - Preservation of national insurance functions by maintaining options for future demands, unforeseen problems, or future uses

Secondly, it sets out guidelines at the local level for establishing protected areas:

- Amerindian land uses for traditional and subsistence purposes will be upheld
- The establishing of protected areas will ensure that the rights and interests of local populations are respected
- Local communities, and stakeholders in general, will play an active role through direct involvement in the planning and design, implementation and management of the system and its components
- Protected areas will not be located in titled or gazetted Amerindian lands without the approval of the communities involved
- Protected areas would not result in involuntary resettlement, and
- Where potential protected areas fall within lands claimed by Amerindians, efforts will be made to resolve those claims
- Thirdly, it identifies criteria for selection of protected areas as being:
 - Representative, comprehensive and balanced to include examples of the full range of ecosystem types and biodiversity
 - Viable where areas will have sufficient spatial extent and management capacity in order to maintain their integrity and effectiveness
 - Coherent and complimentary where each site will add value to the overall system in quality and quantity
 - Consistent where in applying management objectives and classification, a standard approach will be used to ensure that the purpose of each unit is clear
 - Cost effective, efficient and equitable where
 - an appropriate balance will be set between the costs and benefits of each area and the overall system
 - the minimum number of areas will be identified to achieve the system's objectives, and
 - the system will ensure benefits to stakeholders are equitable

The goal of the national strategy is:

- To develop a system of protected areas in Guyana to achieve national and international conservation objectives while at the same time allowing for the realisation of social, economic and cultural benefits through processes that allow for the meaningful participation of all stakeholders and the accruing of benefits in a sustaining manner.

The objectives of the national strategy are:

- To protect and maintain viable examples of natural ecosystems and areas of particular biological significance
- To serve as a key building block for the conservation of the natural, cultural, and spiritual heritage of Guyana

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- To allow Guyana to meet its commitments and obligations under the Convention on Biological Diversity, the Framework Convention on Climate Change, and other agreements
- Contribute towards the alleviation of poverty by facilitating sustainable livelihoods through the provision of opportunities for employment, education, and training at all levels
- To serve as a natural resources pool for maintaining options for future considerations,
- To achieve the biodiversity conservation, watershed protection and other requirements of international standards in order to acquire certification and gain access to markets for timber and non-timber forest products, and
- To serve as the foundation for the development of a nature-based tourism sector in Guyana

Institutional structure - consequences of changing the present structure

It is clear that the roles of the various bodies have to be defined to avoid overlap of jurisdiction

- It may be necessary to enact new legislation and to amend current legislation
- Any adopted structure would require additional financial and human resources, but some may require more than others

Proposed activities:

- Have meetings with Planning Teams, SACs and RACs
- Assist in the preparation of proposals, seeking funds, and having meetings with donors
- Seek opportunities for training and capacity building
- Encourage and continue to forge community consultations and participation in design and implementation of protected areas systems
- Follow up and create awareness on international initiatives on protected areas
- Conduct quarterly site visits for education and awareness, and to assist in monitoring activities
- Encourage biological research at sites

Classificatory scheme for protected areas:

This would be consistent with the classification scheme provided by the IUCN on Protected Areas (1994)

- **Strict Nature Reserve / Wilderness Area** - protected areas managed mainly for science or wilderness protection
- **National Park** - protected area managed mainly for ecosystem protection and recreation
- **Natural Monument** - Protected area managed mainly for conservation of specific natural features
- **Habitat / Species Management Area** - Protected area managed mainly for conservation through management intervention
- **Protected Landscape / Seascape** - Protected area managed mainly for landscape / seascape conservation and recreation
- **Managed Resource Protected Area** - Protected area managed mainly for the sustainable use of natural ecosystems.

Additionally, individual protected areas or combinations can also be nominated to accreditation to other international protected areas systems framework, e.g. the Biosphere Reserve Network under the UNESCO Man and the Biosphere Programme, World Heritage Site under the World Heritage Convention Ramsar Convention for Wetlands trans-boundary collaboration with neighbouring countries.

Collaboration

- there would be a need to engage in discussions with other natural resources agencies, e.g. GFC

- areas already under some form of protection, e.g. forest reserves, would have to be included into the overall protected areas system also for private, international, and non-governmental organizations

Cost implications

- an environmental impact assessment would be required
- this process would identify the best use of the site based on the cost-benefit analysis

Legislation

- A draft Protected Areas Regulations has been prepared by the EPA
- the EPA would finalize these regulations, through a consultative process with stakeholders

Conclusion

National policy guidelines are stated in a number of documents: the National Constitution, the EP Act; the NEAP; and the NDS

- The institutional mechanism currently in place is the EPA and its advisory body, the PAS
- The efforts to establish a national system of protected areas are outlined in the NBAP

The strategy is outlined in the NSPA including:

- a framework to be followed
- guidelines at the local level for establishing protected areas
- criteria for selection of protected areas, and
- goal and objectives
- The present and a proposed institutional structure are examined
- The consequences of introducing a new structure are presented
- Implementation of the strategy is presented under:
 - Proposed activities
 - Classificatory scheme for protected areas
 - Collaboration
 - Cost implications, and
 - Legislation

5.1.3 PRESENTATION 3: EXPERIENCES AND MODELS OF PROTECTED AREAS MANAGEMENT: A FOCUS ON INSTITUTIONAL STRUCTURES. PARTS I and II.

Mike Harding and Kerstin Swahn, Fauna & Flora International

PART 1. UK and EUROPE

1. The UK and Europe

The UK structures for protecting landscape and biodiversity have evolved over many decades and are a combination of legislative control, financial incentive and NGO effort. It provides an ideal model of protected areas.

2. Diversity in Protected Areas

The categories of protection are shown in Table 1. Most protected areas are for landscape and biodiversity conservation.

The system is very complex with different levels of protection and different authorities responsible for maintaining them.

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Some of the legislation is very strong. The Natura 2000 sites cannot be damaged by any activity, except in relation to national security or direct threat to lives. Each of these cases needs to be approved by the Cabinet Minister.

Sites of Special Scientific Interest are also strongly protected. They are national sites and no activity that damages them can be allowed unless permission is granted from the Government. Sometimes this will need Cabinet Minister's approval.

UK National Parks are aimed at protecting cultural landscapes for public enjoyment. Biodiversity is only one and usually sub-ordinate interest.

They are highly modified habitats. People are allowed to live and work in the Parks and they are crucial to their maintenance.

Land rights are therefore maintained although their exercise is usually moderated within limits that are discussed with stakeholders.

National Parks protect very large areas often of very high wildlife value. Because of pressure from voters, local and national politicians are giving more emphasis to wildlife.

NGOs play an important role in the system through:

- Directly owning or managing habitats as nature reserves.
- Putting pressure on Government, local authorities and landowners to manage protected areas effectively.
- Undertaking research and providing advice for all bodies involved in protected areas.
- Undertaking public awareness work to generate support for biodiversity and put pressure on organisations that react to public opinion.

Landowners play a crucial role. Most protected areas are in private ownership. The way they manage the land determines the success of the protected area. Good management is promoted through:

- Control of damaging activities by legislation.
- Encouraging good management through grants, advice and public awareness.

Such a system of positive management, with benefits to all stakeholders, is possible within any systems where land rights are privately held.

Protected Area designations can be layered. So, in a National Park, there may be SSSI's, Natura 2000 sites or Scheduled Ancient Monuments. Where this happens, the interests of the second designation override those of the more general National Park.

These second designations within the Parks could be viewed as core areas with specific objectives (biodiversity, archaeology etc).

The key characteristic of the PA system is diversity:

- In aims
- In legislation and level of protection.
- In responsible authority

It means that whatever the needs of an area, there is likely to be a protected area structure that best meets the local requirement. I hope this demonstrates that a PA structure can be devised for any mix of social, economic or cultural circumstances, should the political will exist to find it.

3. A strong Government role is essential for Biodiversity Protection

The Government plays a key role. All of the most important designations arise through National legislation. The Government, through specific Agencies or local authorities, is responsible for their maintenance.

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For biodiversity, the most important organisation is the National Agency, e.g. English Nature. They are part of the Environment Department, overseen by a Cabinet Minister. English Nature oversee the Government's responsibilities for international biodiversity laws and agreements, and look after the Nature 2000 and SSSI sites. They also provide advice and grants, and directly manage some NNRs.

English Nature is a strong Government voice for wildlife. Biodiversity is their only responsibility so they are not compromised.

4. Conflict Within The Protected Areas System

Often there is conflict between the interests of archaeology, biodiversity and landscape. Proposals to enhance one may conflict with another. For instance:

- Clearance of trees to protect rare grassland flowers may have an unacceptable impact on landscape.
- Planting of trees for wildlife or landscape benefit may damage archaeological interest.
- Excavation of archaeological interest may damage wildlife or landscape value.

This is the major weakness of such a diverse protected areas system.

Conflict is resolved in many ways. The Government Agency (English Nature, the National Park Authority or the Department of Environment) may decide depending on the protected area involved.

There are strong powers of appeal for all sides of the case. Ultimately, the Cabinet Minister may decide if the conflict of interest cannot be resolved, although this is rare.

5. Partnerships Makes Success

The key to success of the protected areas system lies with establishing good partnerships. The most important relationships are between:

- The Government - particularly English Nature and the local Authority
- NGOs.
- Landowners

The protected area system has varying degrees of success. It fails where the partnerships have broken down, succeeds where all partners agree and provide action on a common objective.

No protected area can be successful without finding working local partnerships.

6. Conclusions

Some of the key ingredients to building a successful protected Areas system include:

- Providing a diversity of protected area types so that the right legislative system is available for a given area whatever its mix of biodiversity, cultural and economic conditions.
- Ensuring the Government has a central role in the management of the biodiversity system, in particular that the Agency has a strong mandate and its own Minister at cabinet level.
- There must be a clear set of guidelines for resolving conflict between objectives for the protected area. There must be a decision making mechanism in place which allows a public debate leading, if necessary to a high level Government decision.
- Establishing effective partnerships among all of the stakeholders is a key ingredient to successful management of the Protected Area.

The Protected Areas System in the UK

Protected Area	Features protected	Legislation/Level of Protection	Responsible Authority	Comments
National Park	Landscape, biodiversity, recreation, culture, archaeology.	National	Government, devolved to specific Managing Authority.	A broad designation leading to many compromises. Biodiversity often not strongly represented.
Nature 2000 sites	Biodiversity	International - Europe	EU, devolved to Member State Governments.	Very strong protection for wildlife.
Ramsar Convention	Biodiversity	International - global	Devolved to national Government	Important designation but only useful for wetlands
World Heritage Site	Biodiversity or culture	International - global	Devolved to national Government	More a hallmark of quality than a protection. Adds weight but little legislative power.
Site of Special Scientific Interest	Biodiversity	National	National Government via specific biodiversity Agency.	Very strong national level protection. Recently greatly improved.
Area of Outstanding Natural Beauty	Landscape, biodiversity, recreation, culture, archaeology.	National	Local Authority	Second tier protection to national parks. Less resources and weaker protection.
National Nature Reserve	Biodiversity	National	National Government via specific biodiversity Agency or NGO	A tier above SSSI, usually provides additional resources for land management rather than greater protection.

The Protected Areas System in the UK cont'd

Scheduled Ancient Monument	Archaeology	National	National Government via specific archaeological Agency	An archaeological version of SSSI.
County Wildlife Site	Biodiversity	Local	Local Authority and NGO	Largely generated and overseen by County NGOs with the Local Authority.
County Archaeological Site	Archaeology	Local	Local Authority	Archaeological version of County wildlife sites, entirely driven by Local Authorities.
Area of Scenic Importance	Landscape	Local	Local Authority	Third tier landscape, beneath AONB
Nature reserves	Biodiversity	Local	All agencies, particularly NGOs	Can be owned or managed by anyone but mostly by NGOs.
Environmentally Sensitive Areas	Landscape, biodiversity, recreation, culture, archaeology.	National - voluntary agricultural support	Government and landowners.	A scheme to improve farm management of area important for wildlife and landscape.

PART II Experiences and Models of Protected Areas Management in Central and South America- A focus on institutional structures

How a working national PA management plan looks like depends very much on the **cultural, political and legal context** within that country.

Similarly, individual PA's work best if they are tailored to their individual contexts.

Models for institutional roles/responsibilities need to be carefully considered and adapted to the individual context of a country and the areas within.

Trends from Central and South America for the establishment of institutions for National Protected Areas Systems are:

1) STAKEHOLDERS

Cross sectoral stakeholder representation includes, but not limited to, government at various levels, local communities, agencies, NGOs

Bottom-up, decentralised approach

People with local knowledge and experience have decision-making power/influence over how a protected area will affect their livelihoods both now and in the future. The greater co-ordination between stakeholders is more effective, and:

- Minimises or avoids duplication, confusion, misunderstandings, wasted time and efforts
- Promotes accountability, partnership, knowledge, and the sense of a common goal/identity
- Stakeholders understand each other's interests
- Form creative solutions to problem areas

2) CAPACITY BUILDING

- Promotes continuity by investing in staff, communities etc to allow them to do fulfil their roles better, and make them more confident in doing so

- Also make better decisions
- Knowledge and experience likely to remain on site for others to benefit from.

3) FUNDING

- Fewer funds available for PAs has resulted in a greater need to secure funds for management, monitoring, evaluation and sustainable use income generating schemes
- Move towards more self-sufficiency so there is no great dependency on external funding that can fluctuate markedly.

CASE STUDIES

- Two examples of different country NPAS that highlight these key trends.
- Not necessarily 'models' but the evolution of the systems show how carefully considered institutional changes improved their management.

COLOMBIAN NATIONAL PROTECTED AREAS

ESTABLISHMENT OF MINISTRY OF ENVIRONMENT

- Previous to 1993 there was no Ministry of Environment
- The preceding coordinating body was heavily influenced by other ministerial interests, especially rural development. Environmental issues were not prioritised, not well supported and funded.
- With huge problems, more parks were created but without the strong institutional and legislative body. With the ministry of Environment environmental issues were significantly strengthened where policy, drafting legislation, and the regulation for sustainable use of biodiversity and NPAS could be made.
- MoE criteria were developed and integrated, including PAs used in other sectors and for planning within other ministries.

DECENTRALISATION

- Colombia needed a strong decentralisation to include local level participation.
- It would also serve to motivate local people in the issues and help
- mitigate and avoid conflicts.
- Regional senior environmental authority, made up of a range of stakeholders, responsible for execution of national plans, programmes and policies as defined by law of MoE.

LONG-TERM FUNDING

To support institutional needs, esp. costs of decentralised management, and more vigorous civil participation. This was done, among other things, through:

- Government pledge to ecotourism initiatives
- People and Parks programme - to secure sustainable funding at local levels
- Research institutions and NGOs
- Creation of ECOFONDO, private, non-profit trust fund for environmental projects including issues with overlap in PAs. It acts as umbrella group for many NGOs and regional governments, over 280 NGOs and 20 governmental bodies. Canada (US 12 million) as debt reduction and from the US Enterprise for the Americas Initiative (41 million USD).

COSTA RICAN NATIONAL PROTECTED AREAS SYSTEM

GREATER COORDINATION AMONG STAKEHOLDERS

- No effective coordination and massive bureaucracy in a system that had multiple institutions with overlapping jurisdictions but entirely independent management regimes.
- Legislation was also overabundant and very confusing. Also, greater coordination through a much more consolidated system, the National System of Conservation Areas (SINAC), reduced administrative needs and more clearly focused needs and objectives, not to mention national planning, management.

ACTIVE CIVIL PARTICIPATION

- Promotion of participation of civil society in SINAC evolution on a very active basis.
- SINAC mandate: civil society be in charge of most aspects of management, concessions, and research, with the state involved in the facilitation and sharing financing matters with civil society.
- Local participation stimulated and incorporated through the knowledge and experience that individuals have. Kept their interest by allowing them to sit as members of regional committees and by giving them direct benefits to community through work opportunities and controlled resource exploitation in areas such as buffer zones.

LONG TERM SUSTAINABLE FUNDING

This needed a system that could support the institutions, to avoid dependency on external donors, and from money generated from tourists in popular protected area units that subsidized smaller less known areas.

This was accomplished by making each territorial unit responsible for its own financing.

- It also involved splitting up the proportion of funds coming in from different funding sources 1) entrance fees, research and environmental permits, royalties, concessions; 2) the general budget from Costa Rica; 3) international aid; 4) lastly from investments from trust funds, endowments and debt swaps.
- One famous example is their compensation to mountain forest owners for environmental watershed management, basically for water and fossil fuels and also for these services at global value. The public and companies pay a tax that is collected by a national forestry fund, and from international companies. In turn gets returned to the landowner for the upkeep of their land, which is a benefit to them that they have not had in the past. This system has wide public support.

Conclusions: Prior weak and strict management at a very central institutional level has not been successful for NPAS. Stronger civil participation, increased stakeholder coordination and long-term funding have enhanced Colombia and Costa Rica's NPASs.

5.1.4 PRESENTATION 4: IWOKRAMA'S EXPERIENCE IN PROTECTED AREA PLANNING AND MANAGEMENT

Dr. Kathryn Monk, Director General

Iwokrama's Mission Statement

"to promote the conservation and the sustainable and equitable use of tropical rain forest in a manner that will lead to the lasting ecological, economic and social benefits to people of Guyana and all the world in general, by undertaking research, training and the development and dissemination of technologies"

Important goods and services

Ecotourism

Ecosystem services

Timber products

Non timber Forest products

Estimated Total Economic Value

Benefits: which sectors depend on Iwokrama forest and its sustainable utilisation?

Stakeholders: how much will the groups benefit?

Using the Impact Pathway Approach

The benefits from the forest reserve can be estimated in terms of carbon sequestration and NTFP. The results show that sustainable utilisation generates more than twice the economic value compared to unsustainable utilisation. From a survey of all the groups that benefits from the forest it was determined that the local communities benefit more than other groups.

The diversified role of PAM makes it a very difficult task. There have been many studies done in order to provide a framework for PAM. This framework is provided by Stanford and Poole, 1996.

Differences in Utilisation of the forest reserve

Unsustainable Utilisation

Requires few investments and therefore is cheap form the cost perspective

Generates US\$ 10 million of net benefits on the coming 30 years

Widens the income gap between local and business communities and thus may create social conflict

Generates less income for all stakeholders involved in the management of Iwokrama

Sustainable Utilisation

Requires considerable investment and thus is expensive form the cost perspective

Generates US\$ 24.3 million of net benefits in the coming years

Spreads the benefits of Iwokrama more equally and thus prevents social conflict

Generates more income for all stakeholders involved in the management of Iwokrama

Institutional Systems for PAM

Public Sector Management

Private Sector Management

Local Community Based Management

Open Access

Institutional Systems Problems

Common property traditional management regimes breaking down to open access regimes - tragedy of the commons

- pressures on resources from economic and population growth
- incursions by outside interests
- absence of enabling environment

Hierarchical public sector management complex and ineffective

- no local action or presence
- minimal integration of actions
- command and control alienates potential partners

Areas and resources remains as open access and common property. In order for the stakeholders to be fully integrated in the process they must have:

- Necessary levels of sophistication and skills to be equal partners
- Pragmatic expectations
- Shared visions

Iwokrama provides such opportunities and the local peoples are involved in the following:

- Inventories
- Planning and management strategies
- Training rangers
- Developing community representation systems

The challenges faced by Iwokrama are derived from these main areas:

- Government
- Critical mass development
- PA size/value
- Management systems

It is believed that with adequate support and time Iwokrama will grow and become a PA of immense benefit for the local communities and all Guyana in the most realistic sense or in terms of real economic benefits.

5.1.5 PRESENTATION 5: PROTECTED AREAS MANAGEMENT - INSTITUTIONAL MANAGEMENT, ROLES & RESPONSIBILITIES

Julian Evans: Guyana Forestry Commission, Dec 3, 2002

BIODIVERSITY RESERVES

Searching on the internet, and using term, 16 sites were found, one site being from GFC, which is the Moraballi Reserve and being the only gazetted reserve in Guyana

Code of Practice (p. 6-7)

- Areas (4.5%) of intact forest set aside for protection of biodiversity. (Special cultural, spiritual, archaeological & historical significant sites are to be mapped) p15
- Code – not protecting full biodiversity if one should look at the complex definition
- Simpler term – Forest reserve, Biological Reserve, Nature Reserve or just Protected Area (p7)

Protected Area

To achieve this:

- Permanent productive forest large enough to maintain viable populations of plants and animals
- Retaining areas of unlogged forest to maintain habitat diversity – non-productive forest could be designated as well
- Protecting rare and endangered species by modifying harvesting regimes or maintaining sections of unlogged forest
- Protecting representative areas of all forest types

IUCN System of Classification of PA

- Strict nature reserves & wilderness areas
- National Parks
- National monuments & landmarks
- Managed wildlife sanctuaries & nature reserves
- Protected land and seascape

Managed Resource Protected Areas

Code of Practice

- Falls under category 1 and 6 of IUCN Classification
- Limits human intervention with a set of standards
- (No logging or hunting, No felling, cutting, removal of plant and animal matter, roading material etc)

APPROACHES TO ESTABLISH PA

- Species
 - Distinctiveness: Rare, endemic; preserve unique, traditional and ancestral cultures
 - Endangerment: Endangered species, potential extinction
 - Utility: Scientific studies, comparison between what was, is and will be (structure, composition, diversity)
- Community & Ecosystem: Representative sites (species, biological community, habitats)
- International: Hot spots (areas of the world having great biological diversity, high levels of endemism, immediate threats of sp extinction and habitat destruction)
- Code of Practice
- Uses the species, utility and Community & ecosystem approaches
 - Species: Protecting representative samples of productive forest types, providing refuge for animals, protecting rare and endangered sp
 - Utility: Future monitoring of changes can be compared
 - Community & ecosystem: representative areas to be dispersed within the concession in order to cover natural variation in forest types

- The first version of the Code did not make provision for protection of unlogged/disturbed forest, but the 2nd edition addresses it (Workshop on Monitoring PA in forest Concession – Tropenbos, GFC, FPA)

THREATS TO BIODIVERSITY

Ecosystem (Rupununi flood plains, NW lowlands)

- Species (WI manatee, sun parakeet, Arapaima)
- Genes
- As a consequence of man's activities
- Over exploitation of the population – hunting, fishing, harvesting
- Habitat loss – fires, deforestation, mining, natural cause
- Disease
- Introduction of unmanageable exotic species

ROLES & RESPONSIBILITIES

- The GFC is responsible for the sustainable management of all forest resources in Guyana, although there are designated sectoral authorities such as EPA – NPAS, Biological diversity, Hydromet, Guyana water Inc and Sea & River Defence for Hydrology
- Forest land allocation – production, conservation, multiple use, permanent protection, research (see NFP and draft Forests Act, 7 classes)
- Monitoring of forest resources, including environmental monitoring
- Persons may see the role of GFC as policing the forest

EFFECTIVES OF PA

- Legal & government support
- National Forest Policy, Draft Forests Act,, Environmental Protection Act, Code of Practice for Timber, Kufa & Nibi and Manicole Palm Harvesting, Draft National Mangrove Management Action Plan, Biodiversity Action Plan, Integrated Coastal Zone Management Action Plan
- GFC, EPA, RDC Regions 1, 10
- Enforcement
- GFC,EPA, Concessionaires
- Monitoring
- GFC, EPA, CIG, Concessionaires, building relations and participation with Amerindian and local communities
- Public Awareness & Education
GFC, EPA

CONCLUSION

- The code and FMP Guidelines assist concessionaires in establishing and managing protected area within concession
- It has been recommended that GFC identify areas to become protected under the code and work in consultation with concessionaires on the best option
- It is felt that GFC and the concessionaire manage and monitor the PA, with assistance from EPA
- Amerindians/Communities within or nearby concessions should play a role in monitoring
- Incentives – Concessionaires should not pay acreage fees for areas under protection
- Enforcement – GFC and EPA should enforce compliance
- Extensive public awareness & education programme by GFC, EPA,
- Training be shared and done by concessionaires, EPA & GFC

- Legislation – new legislation provides a strong framework (NPAS and Forests Act). GFC, EPA/Govt should speed up the process

5.1.6 PRESENTATION 6: PROTECTED AREAS MANAGEMENT AND PLANNING IN THE NORTH RUPUNUNI

William Andries, NRDDDB Chairman

This is extracted from the presentation of Mr. William Andries copied on audio tape.

Thank you for the chance to make this presentation. I apologise for not making a copy available for you the participants. I was asked to make a presentation on protected areas in North Rupununi. This immediately seems to be strange since there is no protected area in the North Rupununi.

So what then is a protected area? PA is an area designated for protection of natural resources. Indigenous people ways of life in protected areas can never be written for people to read. Today we have Iwokrama, but before this the areas were under the protection of the Amerindian. You will see the birds, trees, and all wildlife that needs to be protected upon entering traditional Amerindian lands.

When I look at the present PAS that is to be established in the country, more or less we talk about the protection of species, but I don't see it that way. But PA as I understand from reading various printed documents, means protecting land for ownership, control and use. The riverain communities are still waiting on some sort of method provided by Iwokrama to establish what is to be done in terms of the fast growing species that is now posing a threat to the livelihood of the communities. For example, the water dog eats the fishes that the communities use and increase in population has become a problem.

It is now recognised that the management plans of PA internationally are not working and so there is a general shift towards indigenous knowledge. This is best to ensure continuity, since the areas inhabited by non-indigenous peoples are poor in species while the areas inhabited by indigenous peoples are rich in species. Protection of species by the indigenous peoples has been a factor of their lives passes down from generation to generation over a period of thousand of years.

However, some of this very knowledge has been lost and the NRDDDB has been actively involved in recovering this knowledge. Protection cannot take place without ownership of the land within which the species are housed. The NRDDDB proposed in 1996 that all traditional Amerindian lands be demarcated but this proposal was not accepted by the GoG. The Amerindian Act gives local communities some amount of control over the lands in many instances it is discovered that the authority remains within the ministry and the communities have little or no say in the land rights issue.

The NRDDDB has been working closely with the EPA, GFC, Ministry of Fisheries Crops and Livestock, and the regional authority to ensure that the lands are protected. However this level of protection is not adequate and the establishment of a PAS is a step in the right direction.

The existing ideology behind PA is guilty of protecting Biodiversity but excluding human beings. This process breaks the continuity that existed for thousands of years. The animals protected will increase in numbers and migrate causing a variety of negative reactions between other species. Of course there is need for the preservation of species so that the future generations can see the species hunted by their fathers. This system has to be realistically related to traditional Amerindian ways of life to be successful. The Indigenous peoples have learnt the ways of the animals and the secrets of the plants, some can communicate with the animals and this connection needs to be protected.

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In summary, I want to say Indigenous peoples are not against the establishment of PAS but all traditional Amerindian lands must be demarcated and traditional ways of life be adequately addressed in the process. Since 1996 this proposal was with the GoG, imagine if they had acted on it then, we probably would have already established a PAS.

5.1.7 PRESENTATION 7: EXPERIENCES IN THE KANUKU MOUNTAINS PROTECTED AREA PROCESS

Mr. Vincent Henry, RDC, Region 9.

Thanks for your invitation to attend and make this presentation on experiences in the Kanuku Mountain Protected Area Process.

The process experienced by us was one of ingenuity that was shaped and reshaped to suit the situation on the ground. It must be noted that this was the first time that such an activity was done in our region and perhaps Guyana.

During the process some basic mistakes were made and there were also highlights of good decisions and activities that were done. Some of these were as follows:

The land issue was treated as being irrelevant. This proved to be wrong because from the inception this was the main topic of discussion. Pre-conceived ideas were made as how to manage the targeted areas as a group. This was rejected by the communities since already there were natural groupings such as the South Central People's Development Association (SCPDA) and the Region 9 Touchaus Council, in existence.

Some staff members thought that they could be condescending to the local people. This created a major problem of communication which led to negative results in the long run. This has since been corrected.

A well known politically biased person was asked to make a presentation to the local stakeholders. He unfortunately left the stakeholders feeling hopeless that their land rights issue will never be resolved. This caused a major setback in the negotiations.

The practice of granting a stipend to members of the Regional Advisory Group was discontinued and this caused feelings of marginalisation when staff members were being paid and the locals were once more asked to give time freely in the hope of receiving benefits in the long run.

An attempt of using the stipulation of giving information to the regional Advisory Group which included the touchaus and other stakeholders of the communities and the region may have worked well for the short term "political" gain but if allowed to continue may cause a major setback in the process.

The community Resource Evaluation was limited to include only areas towards and within the Kanuku Mountains. This would have allowed only a part of the community lands to be targeted and caused a major distrust of the process. However, most villages simply included all areas in the process.

It was quickly and clearly learnt that pre-designed organisational structures and methodologies would not always work and as such key stakeholders such as the RDC and the community leaders had to be consulted on all aspects of the process. This included clearing the way for aspects of the implementation plan before actual implementation.

It was clearly learnt that a one off contact to discuss an issue or issues and expecting that same would be understood and the consensus achieved was not realistic because the issues and concepts were new. Discussions with others were necessary and other information available had to be taken on board before decisions were made.

Using indigenous interpreters and advisors to translate from English to Wapishana and Macushi and vice-versa proved a plus. Not only did this help the local stakeholders to

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understand the information being shared but the interpreters tuned their skill to become an art, improved their knowledge, and generally improved their work as communicators. They were also paid salaries which improved their lot and allowed some money to circulate in the villages.

It is felt that job opportunity notices should have been circulated more widely within the villages allowing more persons to apply and having the opportunity to share the cassava bread.

At one time it was felt that CI should be disqualified because of the mistakes they previously made but on discussion it was the consensus that one should not unilaterally condemn an organisation for mistakes made but give them a chance to perform better. This was especially true because of the kind of extensive consultations that were done in the process. However, present mistakes made in a similar manner by an organisation in a parallel process would definitely be unacceptable and cause a key process to be looked upon negatively by the stakeholders.

Many people in Region 9 are still suspicious of the process even with the extensive discussions done. Past experiences with the government where their land issues are concerned have caused this to become inherent.

The role of the RDC has been to ensure that the concerns of the people are brought to the attention of the GoG and CI. The RDC also negotiate on behalf of the people directly. The RDC also negotiate directly with the leaders of the communities, community based organisations, and especially when the process has been halted by the leaders of the communities.

5.1.8 PRESENTATION 8: GMTCS's APPROACH TO SHELL BEACH AS A PROTECTED AREA

Shyam Nokta, GMTCS

SHELL BEACH

- 90 Mile Stretch of beach
- Bordered by the Atlantic coast and a belt of mangrove forest
- Relatively uninhabited, two main settlements of indigenous Indians
- Nesting ground for 4 marine turtle species
- Turtle Conservation
- Research in 1960's by Dr. Peter Pritchard
- Conservation work in 1970's and 1980's
- Formal project began in late 1980's, continues today
- In 2000, GMTCS established with representation from key stakeholders

GMTCS

- Guyana's first home-grown conservation NGO
- Multi-stakeholder representation and partnership – Govt, NGOs, Communities

Five Thematic Areas

- Turtle Conservation
- Education and Awareness
- Community Empowerment
- Research
- Protected Areas

Shell Beach as a Protected Area

- Wider area is of national & international significance – cultural and natural attributes (priority Ramsar Site)
- Bordered by the Atlantic coast and a belt of mangrove forest
- Identified as one of five priority sites in Guyana for PA status
- GMTCS identified as Lead Agency
- Shell Beach – Unique Attributes
- Home to the Warrau, Carib and Arawak Indians
- Encompasses entire intact ecosystems - mangrove and lowland forests
- Home to endangered species – turtles, jaguars, otters, manatees
- Abundant avifauna – wading birds, parrots, macaws
- Shell Beach – Threats to the Area
- Slaughter of nesting turtles and poaching of eggs
- Drowning of turtles in gill nets and trawlers
- Clearing of mangroves for development
- Absence of land use planning and clear policies for the area

GMTCS Approach

- Stakeholder involvement at the central and local level in planning and management
- Recognising the social and economic needs of local communities
- Adopting a Human Ecosystem Model Approach
- Develop and Implement an Education and Awareness Program
- Prepare Technical dossier
- Seek legal designation of the Areas as a PA
- Use criteria and indicators approach to zone the area
- Develop Management Plan and institute Management Authority
- Prepare Technical dossier

GMTCS – Lessons learnt

- Effective Marine turtle protection requires an ecosystem approach
- Empowered local communities are the best chances of successful conservation
- Education and Awareness at all levels is critical for support and assistance
- Conservation must address social and economic needs of local communities
- Stakeholder support is based on trust and partnerships
- Partnerships must be equitable

5.1.9 PRESENTATION 9: GOVERNANCE AND STATUS ON NATURAL RESOURCES MANAGEMENT IN REGION 1- CHALLENGES AND OPPORTUNITIES

Mr. Norman Whitaker, Regional Chairman Region 1

Region 1, the Barima / Waini Region encompasses approximately 7000 sq. miles of land situated in the Northern area of Guyana and is geographically, economically and culturally different from the administrative regions on the coast. Within the boundaries of this region lie a rich variety of plant and animal life, rich arable land and mineral deposits of manganese and gold and timber resources. In spite of these resources, a majority of the region's population remain relatively poor with human and financial constraints, among others, limiting the extent to which these natural resources are exploited for the benefit of the inhabitants.

Let me early in this presentation inform you also that falling within the boundaries of the region is the Shell Beach Area, a proposed protected area - one hundred miles long

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coastline comprised of several beaches with a unique ecosystem where 4 of the 8 known species of the turtles nest.

Does this paint a picture of "poverty in the midst of plenty?"

Can better use be made of our natural resources?

Who is responsible for planning and monitoring the use of these resources?

Who manages these resources?

Presiding over the Region is a Regional Democratic Council comprised of the elected councillors of the various Political Parties with a Regional Chairman at its Head. This council has operational responsibility for Education, Health and Infrastructure Development in the Region. Problems of institutional capacity; the difficulty of attracting and retaining qualified persons and inadequate infrastructure have limited, in large measure, our ability to exploit these resources on a sizeable scale. Furthermore, overall responsibility for the exploitation and management of most these natural resources still remains at the Centre with the link between the responsible agencies, at the Centre, and the Regional Democratic Council being a loose one. For example, the Guyana Forestry Commission, Guyana Geology and Mines Commission, the Ministry of Fisheries, Crop and Livestock and the Lands and Survey Commission etc. The RDC's role in this scenario is often not very clear and is for the most part restricted to monitoring, reporting and making recommendations which are not necessarily taken on board by the respective agencies concerned.

So, where do we go from here?

How do we optimize the use of the available natural resources in the Barima / Waini region while achieving a balance between the use and the conservation of these resources in order to meet the need for improved living standards for the predominantly Amerindian residents?

How do we utilize the opportunities for ecotourism development which our region offers while protecting our reserves and rights of the indigenous population for the present and the future?

I wish to point out that the answers to the above questions can only be got after careful examination and analysis of what has been happening in the Barima /Waini Region in terms of the exploitation of our available natural resources.

Gold Mining

With the advent of the Brazilian miners, there has been a proliferation of itinerant mining of gold and this in turn has led to an increase in the incidence of malaria; in morality among those contracting malaria; in the destruction of river banks; in the pollution of river and creek waters used by residents and a concomitant increase of diarrhoea, typhoid and dysentery cases. The social effects of gold mining, namely frequent absenteeism of pupils at school, increase alcoholism and drug use among pork-knockers (miners) and increased prostitution among women are inescapable facts.

There is a fear among Guyanese pork-knockers of the region within another 5years, if present trends continue gold mining could no longer be a profitable income earning ability. What we are experiencing is destructive resource exploitation exacerbated by the limitation in terms of alternative types of employment for mostly semi-skilled and unskilled persons. In fact, it should be noted that it is the non-Amerindians from outside of the region who benefit the most whilst Amerindians benefit the least from gold mining activities in Region 1.

How do we encourage and enforce the use of our gold resources in a sustainable manner, resources that are irreplaceable? How do we create a balance between conservation and the long term health and development of our region?

How do we safeguard against the potentially negative social impact on Amerindians of the present mining developments? Are these the challenges we must face?

Timber Resources

Traditionally our Amerindian residents have used timber resources of their Reservations/Villages as a means of subsistence - to build/ repair homes, bridges etc. Traditionally, also, their rate of the extraction has had little adverse effects on this available resource in the village. However, more and more outsiders' have been causing them to commercially exploit these resources – Amerindian sell large quantities of timber off their reservation depleting, in some cases, commercially valuable species of wood, for example, Crabwood. The villages of Kwebanna and Manawaru provide examples, with the former providing timber for the Barama Company, and the latter, for the saw mill in the nearby region.

Mangrove Harvesting

This is another key economic activity among some Region 1 residents. Mangroves produce the bark for the domestic tanning industry which supplies the leather craft producers. Mangroves also produce durable poles for the artisan fishing industry. In addition, both the red and the black mangroves are used for the domestic "firewood".

Mangrove destruction leads to erosion and increases possibilities for flooding in the low lying areas. This is not good for Amerindian communities located along the banks of our many rivers. Cognizance must also be taken of the fact that harvesting of the crabs, a source of food and income for many Amerindians, is an important economic activity.

Shell Beach and Opportunities for Ecotourism

This area of coastline which stretches some 100 miles comprises several beaches. It has recently been recommended to become one of the first Ramsar Wetlands of the International Importance sites in Guyana. The area is also one of the proposed Protected Areas is one of the foundations or prerequisite for Ecotourism.

The sand and shell beaches along the stretch of Coastland from Waini Point to Pomeroy Mouth are nesting grounds for the 4 species of mariner turtles, namely, the Leatherback, the Green Turtle, the Olive Ridley and Hawksbill. The area also provides a habitat for the Scarlet Ibis, the Wading Egrets, Herons, and other bird species. Manatees have been reported from the Baramamuni Lake and Jaguars, Tapirs, Deer, and several other species of monkeys are found in the Shell Beach Area.

Presently, we have been allowing unchecked commercial exploitation of our wildlife, namely Macaws, Parrots, monkeys thus resulting in a diminishing wildlife population. We have been a part of the exploitation or should I say over-exploitation. Protected areas such as Shell Beach may prove to be the key to managing our natural resources as our wildlife.

Land and Agriculture

Much of the land in the Region is Arable though, in some cases, extensive work has to be to reduce or remove flooding in the swamp areas. Though commercial farming has been declining due to low prices and other competitive activities such as cabbage cutting, the Region still remains one of the largest producers of cash crops other than rice and sugar; organic cocoa, ginger, tumeric and pepper being among the country's exportable crops.

My friends, in keeping with our Government's policy, our Regional Democratic Council has sought to absorb our Amerindian Communities into the formal economy. As a consequence, the people of these communities have been exposed to a much better and wider education, medical-care, water supplies, better river transport and other social advances; on the other hand, many are gainfully employed in the forest and mining industries where they work as chainsaw operators, heavy duty operators, etc. There is a view that the unchecked exploitation of their natural surrounding represents a threat to the sustainability of their lands and resources and that this would ultimately render them less able to provide for their basic sustenance, moreover, they have not been able to successfully adopt to the cash economy.

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With the exception of gold, most of Region 1's natural resources are virtually untouched. Ours is the challenge foster economic development of our people by conserving and using their resources for the benefit of both present and future generation's conservation must be an integral part of the planning and implementation of developing activities. Protected areas open the flood gate to support this type of conservation activity. We need to exploit the hundreds of species of plant, trees, birds, fish, timber among others that we possess in a sustain manner. There will have to be adjustments, there will have to be sacrifices but let us not hesitate to make optimum use of the opportunities for resource development while not over exploiting our resources. In this way, we ensure survival of our wildlife, our forest, our plants, etc. so that future generations can also benefit.

5.2 APPENDIX II

5.2.1 POST WORKSHOP PLANNING

The process of establishing a PAS is long and requires dedication and commitment of the stakeholders and the authorised body. In the interest of continuity of the process, a proposal was prepared by EPA and FFI. This proposal is not final. However, it serves as an indicator of future activities and the agencies commitment to the process.

This statement of intent was done by FFI and EPA outside of the workshop. It is important that it is included here so that the key stake holders and interested parties can have knowledge of the future activities in the establishment of a PAS as determined by the EPA and FFI.

5.2.2 FOLLOW-UP/ STATEMENT OF INTENT AT THE CENTRAL LEVEL WITH SUPPORT FOR SHELL BEACH

Activity	Partners	Persons(s) responsible	Time Frame	Pre-requisites
<i>Workshop Follow-up</i>				
Next stage of consultation to finalise the central model for PA Management & Shell Beach model	EPA, RDCs & UNDP	Ramesh Lilwah Patsy Ross	By April 2003	Finalised schedule & budget between EPA & RDCs, UNDP commit funds
1. Institutional Revision				
Promote need for Ministry of Environment	EPA/FFI	Shyam Nokta Bal Parsaud Indarjit Ramdass	By end of June 2003	Lobby Cabinet Ministers, key decision makers through Justification component.
Establishment of Ministry of Environment			Long-term within 2-3 years	Policy commitment, adequate funding and human resources for change
Commitment to Trust fund mechanism for long-term sustainable funding	EPA/FFI		By July 2003	Workshop on the design, establishment and management of Trust Funds
2. Research Needs				
Correspondence/consultation on how other Central/South American countries have made the transition to MoE	FFI/EPA	Mike Harding Kerstin Swahn Bal Parsaud	By end of January 2003	Contacts
Correspondence/information on trust funds from other countries; focus on South and Central American examples	FFI/EPA	Kerstin Swahn Ramesh Lilwah	By end March 2003	
Status of current Land use Planning in Guyana	FFI/EPA	Shyam Nokta Ramesh Lilwah	By end March 2003	

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Land tenure issues/conflict resolution between PA and Amerindian groups	EPA/FFI	Kerstin Swahn/EPA		
Training Needs				
Workshop on Design, Establishment and Operation of Trust Funds	FFI Trust fund expert	Kerstin Swahn to arrange	By February 2003	
Workshop Follow up				
Participation in next stage of consultations with EPA & RCD on Shell Beach PA Model	GMTCS, EPA, RDC	Annette Arjoon/Shyam Nokta	By April 2003	
Research Needs				
Documents on other Marine Protected Areas and lessons learned	FFI/EPA/GMTCS	Kerstin Swahn/EPA/GMTCS	Continuous	
Training Needs				
Biodiversity research techniques				
Institutional capacity review for GMTCS	GMTCS & EPA	Ramesh Lilwah/Shyam Nokta	By February 2003	To be approved by GMTCS Board
Exchange visits with other turtle grounds in Marine PAs	GMTCS & EPA	Annette Arjoon/EPA	Continuous	Availability of funds
Income generating schemes	FFI/GMTCS	Kerstin Swahn/Evan Bowen-Jones Annette Arjoon	Ongoing	(not under Darwin). Source other donors.

OTHER

1. Enrolment and participation in the IUCN World Congress for Protected Areas, specifically the South American region. Participation in meetings pending on availability of funding. Kerstin Swahn to provide contact and membership information.

5.2.3 EVALUATION OF WORKSHOP**EVALUATION FORM FOR PARTICIPANTS TO THE WORKSHOP ON PROTECTED AREAS—
INSTITUTIONAL MANAGEMENT ROLES AND RESPONSIBILITIES****PRE-WORKSHOP PREPARATION:**

- 1) Did you receive an invitation to the workshop in good time? Yes No
- 2) If you made any questions or concerns about the workshop, were these promptly answered by the organisers? Yes No

WORKSHOP GENERAL

- 3) What do you think of the overall workshop?

Excellent

Very Good

Good

Average

Poor

WORKSHOP LOGISTICS

- 4) Was the workshop venue appropriate? Yes No
- 5) Were the dates chosen for the workshop appropriate? Yes No

PRESENTATIONS

- 6) In general, was there enough time dedicated for presentations? Yes No
- 7) In general, was there enough time dedicated for discussion of presentations? Yes No

WORKING GROUPS

- 8) In general, was there enough time dedicated for working group’s discussions? Yes No
- 9) In general, was there enough time dedicated for working group summaries and questions?
Yes No

CONTENT

- 10) Were the goals reasonable for the workshop? Yes So-so No
- 11) Did you feel that the core issues were adequately covered? Yes So-so No
- 12) What issues from presentations and working groups, if any, do you feel should have had more time and or emphasis?
- 13) What issues from presentations or working groups, if any, do you feel should have had less time and/or emphasis?

MATERIALS

- 14) Was there enough background material to properly understand the current PA situation?
Yes So-so No
- 15) Were there any issues that should there have had more background material available?
Yes So-so No

FACILITATION

- 16) General facilitation of the workshop was:
Excellent Good Average Poor
- 17) How were the issues balanced?
Excellent Good Average Poor
- 18) How were stakeholder views balanced?
Excellent Good Average Poor
- 19) How well was daily information to participants presented?
Excellent Good Average Poor
- 20) How well were the points summarized for each day?
Excellent Good Average Poor

QUESTIONS	ANSWERS								
	Yes	No	Excellent	Very Good	Good	Average	Poor	So-so	Issues arising from the workshop
1	20	1							
2	18	1							
3			2	13	5				
4	21								
5	19	2							
6	19	2							
7	8	13							
8	4	17							
9	14	7							
10	17	2						3	
11	13	2						2	
12	13	4						3	
13	9	6						2	
14			5		15				
15			3		12	4			
16			3	1	12	3			
17			5	1	16				
18			5	2	10	1			
19			6						
20	16	2						1	
21	8	4						9	
22	9	8						3	
23	10	1						7	
24	15							3	

QUESTION 25: To what extent was the goals of the workshop achieved?

	Fully Achieved	Partly Achieved	Not at all	No Answer
a	4	16		1
b	13	7		
c	11	9		1
d	9	7		2
e	9	9		3
f	8	10		2

26) Overall, did you feel that stakeholder view from this workshop will be considered and incorporated into the NPAS management plan?

Positive/negative comments about the workshop; also included are areas of concern/problems:

- More international models should have been presented and discussed
- There has to be follow-up on the achievement highlighted
- Entire workshop was excellent

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- Documented notes of the workshop will be made available to participants who attend from each organisation. There is much work to be done but nevertheless we await another workshop for future sharing of knowledge and learning
- Land issue should be discussed immediately before going into the issue NPAS, since this may cause a bad effect
- This should also be discussed in another workshop or at the regional level
- Negative- technical terminologies needed simplification to reach local/indigenous people at their level. All parties concerned were not in attendance
- Groups were always running late with their conclusions
- Indigenous owned and controlled PAS established by Indigenous peoples within Traditional Indigenous Lands
- These PAS should be addressed and legally recognised by the government or the other relevant agencies
- Responsible and must be funded by donor agencies or funding mechanisms for the establishment of PAS
- Some of the locals did not quite understand the technical presentations. This was confirmed when the question and answer periods
- Comments made from section on Content for more discussion on topics
- Setting up of a specimen of an administrative structure for PAS, PAM experiences in Guyana
- Experiences and models of protected areas management from African continent as well as the Asian continent